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LOCAL ADMINISTRATION

REPORT OF A STUDY TOUR ON ORGANIZATION AND METHODS OF PUBLIC ADMINISTRATION FOR REGIONAL AND LOCAL DEVELOPMENT

(Yugoslavia - Italy - France: 1 - 15 December 1968)

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Preface

1. The study tour which forms the subject of this report was conducted in Yugoslavia, Italy, and France, from 1 - 15 December 1968. The group met at Belgrade late in the evening of 1 December, and its members took leave of one another on the morning of 15 December. It was impossible to organize a briefing session at the start or an integration session at the end, owing to delays in connexion with funds for the tour, and the fact that the Director had to fit it in between the second Conference on Urgent Administrative Problems (14-27 November 1968) and the Seminar on the Management of Public Enterprises at Bizerta (9-21 December 1968). (The previous study tour on the same problem was conducted in Yugoslavia and India from 2 November to 6 December 1963, with briefing and integration sessions at Addis Ababa - cf. document E/Cn.14/UAP-10 June 1964).
2. The Director of the tour would like to convey a special word of thanks to the participants, who for a fortnight worked unremittingly to ensure the full implementation of the programme.
3. Owing to these special circumstances, it was unanimously agreed that the recommendations should be prepared at meetings held during the tour. These recommendations were set out in writing by the Director and forwarded to each participant for approval. Those in chapter IV were approved in this way. They differ slightly from the draft recommendations sent out, in that they contain suggestions made by some of the participants (the comments of individual participants are to be found in para. 4 sub-para. 2).
4. Chapter II contains the record of comments made by the group in Yugoslavia, Italy and France.
5. Chapters I and III were compiled by the Regional Adviser who directed the study tour. He based his findings on the analysis of African administrative problems as set out in development plans, ECA seminars and research by the ECA Public Administration Section, as part of its programme in connexion with the organization of public sectors in Africa. The author believes that although these findings represent his viewpoints and opinions, they provide an objective, integrated summary of meetings with participants which, without exception, were conducted in a cordial and lively atmosphere. Certainly they reflect the wishes of some participants who requested the preparation of a general synthesis of this nature.
6. The underlying ideas in chapters V - VI and in annexes II - III - VII - VIII - IX, which were also prepared by the author of the report, are similar. Their object is to present the problem in an integrated form, thus compensating for the all-too-limited time available, and to compress into a single document the whole range of problems raised by participants.

7. None of the comments made on methods and systems examined in Yugoslavia, Italy and France contain value judgments on ideology, ideological effectiveness etc. The comments are concerned with current possibilities for implementing such methods and/or systems in Africa, in the circumstances which exist in the participating countries.

8. The author apologizes for the lateness of the report which was prepared in April 1969, after the recommendations and comments had been approved by the participants. He wishes it to be known that he is in no way responsible for the delay.

9. The author also wishes to state that, in accordance with the usual practice, this document does not claim to be anything more than a basis for reflexion, discussions and investigations on the problems of regional and local administration. It has not yet been submitted for approval to the competent UN authorities, and does not necessarily reflect the views of the United Nations, the author being entirely responsible for its contents.

10. At the ninth session of ECA, an information note was distributed summarizing the report. (Doc. E/CN.14/INF/43 - 28 February 1969).

INTRODUCTION

0.1 Objectives of study tour

The ECA Public Administration Section arranged a study tour to Yugoslavia, Italy and France on organization and methods of public administration for regional and local development.

The objectives of the tour which took place from 1-15 December 1968 were spelt out in an aide-mémoire (M-68-1083). They included an examination of the following:

- institutional solutions and administrative methods worked out in Yugoslavia, Italy and France for the organization of regional and local development;
- the necessary conditions for securing conscious, active popular participation;
- possibilities for applying them to African problems of regional and local development and, above all, the use of regionalized administrations (local administrations, etc.)
(cf. annex III - extract from the aide-mémoire (M-68-1083)).

0.2 Origin of project

The project (UN.81-67-123.b-ECA) was part of the general activities of the United Nations for promoting socio-economic development. Strictly speaking, it was part of the work programme of the Public Administration Division of the Department of Economic and Social Affairs and of the ECA Public Administration Section, the aim being to help governments of developing countries work out economic and administrative institutional systems capable of accelerating development.

It tied in with the UN for methodical action plan on regional and local administration which was agreed to in 1956 (cf. annex II - UN activities as regards regional and local administration in Africa). As such, it represented the implementation of resolution 172 adopted at the eighth session of ECA, and included in its work programme for 1967-1968 (Project 123.b).

0.3 Participation by African States

The tour which was organized in the interest of French-speaking senior civil servants of ECA member States, was a follow-up to a similar study tour by a group of English-speaking senior African civil servants from 28 October to 6 December 1963. A report on it is contained in document E/CN.14/UAP/17 dated 10 June 1964.

A circular (TA 210/1(560-6) dated 18 July 1967, was sent to all French-speaking member States of ECA to find out whether they wished to participate in the tour.

The problems to be examined arose from:

- (a) the objectives of the UN action programme on public administration.
- (b) the analysis of development plans (administrative organization of regional and local development) of countries which had sent in replies to the circular mentioned above.

In view of the nature of these problems, a request was sent to the countries referred to (see letter of invitation TA 210/1(560-6) dated 25 July 1968 for a senior official to be nominated either from:

- the territorial administration (the Governor of a region, a regional commissioner, prefect, etc.);
- the regional planning office (regional assistant or a representative in the Planning Office, a civil servant from the Planning Ministry responsible for regional planning or physical development etc.).

Each of the ten countries whose names appear below replied in the affirmative, and appointed a representative who took part in the study tour:

Algeria	Dahomey
Burundi	Gabon
Peoples Republic of the Congo	Upper Volta
Democratic Republic of the Congo	Morocco
Ivory Coast	Senegal

(cf. annex I, name and status of participants).

0.4 Organization and proceedings

The tour which was originally programmed from 1-22 October 1968, had to be postponed to 1-15 December 1968, because of the work load of the Public Administration Section.

The ten African civil servants were accompanied by an ECA regional adviser in public administration (Organization and Methods) - cf. annex I.

The group met in Belgrade (Yugoslavia) on 1 December 1968 and the following itinerary was prepared:

Yugoslavia	1-8 December
Italy	8-11 December
France	11-15 December

The arrangements made by the Yugoslav, Italian and French authorities to welcome the group and provide it with information and facilities of a physical nature left nothing to be desired.

The members of the group would like to express their gratitude to the Yugoslav, Italian and French Governments and to all who made their knowledge and competence available in the interests of African development (cf. annexes IV, V, VI organizations visited and contacts made).

0.5 Results

The tour, though brief, (only a fortnight) included a wide range of studies (cf. chapter III). Although time did not permit the organization of a preliminary briefing session, or a final integration meeting in ideal conditions, the results were on the whole quite satisfactory (cf. chapter IV - para. 4.2 - comments by participants). This was due mainly to:

- the quality of the information given by the Yugoslav, Italian and French services;
- the competence and experience of the participants;
- the regular meetings organized by them.

The members of the group established an identity of view which is reflected in the recommendations approved by all the participants who examined and endorsed the written text.

0.6 Structure of report

The present report is in two parts: an introduction and six chapters.

- | | |
|-------------|--|
| Chapter I | Analysis of the regional and local administration problem, as reflected in the development plans of African governments. |
| Chapter II | An integrated summary of comments by the group in Yugoslavia, Italy, France (analysis of existing systems and methods of regional and local administration for development). |
| Chapter III | Possibilities for applying them in Africa. |
| Chapter IV | Recommendations. |

Chapter V Comparison with the conclusions reached in the final report on the 1963 study tour to Yugoslavia and India by senior English-speaking civil servants.

Chapter VI Suggestions for a plan to make use of the study tour.

The information in the introduction and the six chapters is amplified by annexes.

CHAPTER I

ADMINISTRATIVE PROBLEMS OF REGIONAL AND LOCAL DEVELOPMENT

- 1.0 General analysis of the regional development problem.
- 1.1 First phase - search for a national optimum.
- 1.2 Second phase - balanced growth and initial efforts at animation.
- 1.3 Regionalized development.
- 1.4 Regionalization of development plans.
- 1.5 Advantages, limits and conditions for plan regionalization.
- 1.6 General problems of regionalized administration.

1.0 General analysis of the regional development problem

The basic problem facing African governments is the problem of development, since it is development which will provide a solution or, at any rate, a correct approach to the vital problems the African peoples have to tackle. These might be summed up in the following terms:

- securing a higher level of living;
- narrowing the economic gap between the African economies and those of the industrialized countries, and putting the African economies on an equal footing with those of the modern world;
- solving a substantial portion of Africa's current internal political difficulties;
- consolidating unity among national States, a prerequisite of African unity, etc.

Disillusion has been caused by the failure of initial attempts at planning which have shown that planned development is a very complex phenomenon, as yet inadequately investigated and, therefore, not fully mastered. Actually, planned development is a complex phenomenon embracing political, social, economic, technical and other factors.

To enable a correct appreciation to be gained of the present problems involved in the use of regional and local administrations for planned development, we thought it necessary to give a brief analysis of the structure of planned development in Africa.

Studies on development plans and their results indicate the existence of two phases, which are set out later in chronological order. Actually, these two phases still impinge very much on each other, and economists are divided as to their relative importance. From the standpoint of the specialist in regional and local public administration, the interest of this evolving concept in planning lies in the fact that there currently exists an immediate problem which involves regional planning and the adaption of administration to it.

1.1 First phase - the search for a national optimum

An examination of the initial plans indicates that development was regarded as part of a national optimum framework; in other words, the overall production machinery was expected to produce an ever-increasing quantity of finished consumer goods. As such, it was the pivot of all the factors making for national unity, and the national space, by and large, was the focal point for the examination and analysis of political, social, economic and other issues.

Soon after the attainment of independence by most of the African States, this concept seemed reasonably objective. Irrespective of political ideology, the ruling tenet of the African governments, almost without exception, was to use economic resources in the interests of a grand political design - the building up of a national entity on the administrative units inherited from colonial days, to ensure that the newly established States could maintain their identity as independent nations.

This fundamental motivation was obviously assorted with other important preoccupations which varied from one African country to another:

- the conclusion of inter-State agreements;
- the reorganization or complete severance of relations with the former metropolitan powers.

There is no doubt that this method of planning, although fraught with setbacks, very heavy costs at times and waste etc., proved beneficial:

- it strengthened national unity; (in spite of the very frequent cases of what seem to have been pronounced imbalances, there has presumably not been a thorough analysis of the tightening of economic relations as a result of the dislocation of the subsistence economies and also of a measure of social de-structuration and its linkage effects);
- it led to the setting up or improvement of various forms of infrastructure, and strengthened production centres which are heavily equipped;
- it promoted export trade and consolidated the economic characteristics of individual States; in other words, it enhanced their chances of rational co-ordination, negotiation, etc.);
- not least, (and the point is worth considering), economic machinery was established (especially in the sectors), leading to a better appreciation of the interaction of socio-economic factors.

Administratively, this method of planning naturally made an important impact. Very often the State was, if not the sole, at least the most important economic agency, and sometimes even the only centre capable of attracting, co-ordinating and orienting foreign investments. In concrete, objective terms such conditions made centralization an inescapable necessity:

- Centralization of decision-making (especially macro-economic data processing, setting up infrastructure, establishing organizations necessary for political development, etc.).
- Centralization of miscellaneous resources rendered necessary by general shortages.

- Centralization of national policy to meet the stimuli of powerful external decision-making centres and overcome the indifference of traditional circles in the country; etc.

This meant that administrative resources were concentrated in the capitals, to the detriment of the hinterland, and created an excessive division of labour which led the public administration to create structures; these structures were basically analytical, whether at the centre or at the territorial level, and proved to be a mistaken policy of consolidating the central services etc.

1.2 Second phase - balanced growth and animation of the primary sector

Gradually, the difficulties caused by the method of planning described above became apparent. These took different forms or were variously interpreted in different countries but, generally speaking, they were due to:

- a sectoral imbalance, which divided the country into modern sectors and outmoded sectors, or sectors with a very slow technological development;
- a growing disparity among regions with interlocking causes and consequences: (lack of political and social cohesion, producing political instability and social disorder, the rural exodus and parasitic groups in urban centres, disequilibrium in employment and trade etc.).

At the same time, there were the administrative difficulties of planning. The centralized administrative machinery, with its conventional structures inherited from the colonial era, and heavily weighted by the legal concept of administrative action was hardly the vehicle required for popularizing the larger number of complex economic units and new planning techniques. Besides, there were shortcomings as regards co-ordination, information, projections, supervision, the adjustment of activities, etc..

Of course the major causes of such a situation were analyzed by individual governments and it was seen that a centrally administered macro-economy, in the conditions that prevailed in the majority of African States, hid the true facts about the territory, its inhabitants and their socio-economic relations. The administrative arrangements at the top level of economic mechanisms geared towards overall efficiency, were ill adapted to the special conditions that existed in practice. This triggered off a spate of "regionalist" studies (social, ethnographic, ecological, cultural, etc.). These were all too often conducted with a bias towards "folklore" with the result that they generally failed to lay sufficient emphasis on the positive results that stemmed from negative factors such as the rural exodus and social de-structuration, and also detribalization; parasitic groups in urban areas, as well as information and contact with progress etc.; nor did they draw attention to the remarkable fact implicit in an irreversible move towards the establishment of a more modern society.

In a variety of ways, they led to the theory of "balanced growth", which might be summed up as:

- organizing the simultaneous development of the various productive socio-economic sectors, through the implementation of interlocking projects;
- developing the whole of the national space on an equitable basis along socio-economic lines, (regulated, of course, by the theory of development pivots and transfers).

This theory which was not fully grasped, at least as far as its application was concerned, modified the organization of planning and administration:

- (a) there appeared the concept of physical development which was variously interpreted, according to the country concerned, (generalization of various forms of infrastructure and collective equipment, organization of pivots of development, improvement of housing, organizing urbanization, a water policy, overall physical development, etc.);
- (b) increasing the number of institutions with competence for animation (rural, occasionally urban animation, urban and rural communalization, community development, co-operatives, modernization sectors, development committees, human investments, social activities of all kinds etc.).

Public administration, which may be described as the watchdog of planning, is going through a series of profound changes at various levels:

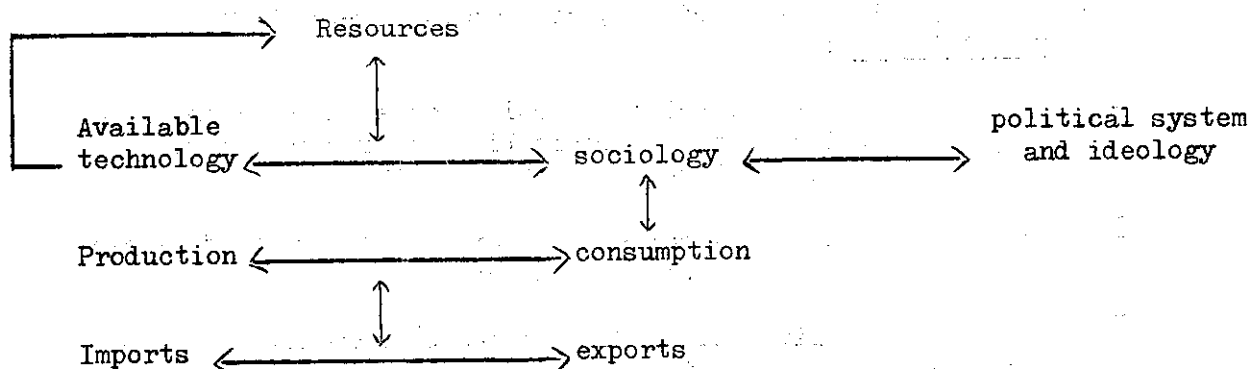
- the central level: establishment of physical development and animation services;
- the regional and local administration level: a new territorial division (regions, prefectures, districts, sub-prefectures, arrondissements);
- increasing the conventional technical services throughout the territory (sometimes with a certain bias towards regrouping at the regional and local level);
- establishing specialized para-public organizations (State enterprises, mixed economy companies, etc.);
- the excessive proliferation of new types of organizations with the ability "to participate", oriented generally towards social matters;
- an increase in deliberative and consultative assemblies etc..

1.3 Regionalized development

It is difficult today to pass judgment on the wide range of activities undertaken when the first plans were launched; their results which varied from country to country have two basic claims to merit: they laid the foundations for development and accelerated it, and drove home the fact that planned, organized development, calls not only for knowledge of the socio-economic machinery, but also for administration on suitable lines. However, it may be said that, by and large, the results were not commensurate with the efforts undertaken and a great deal of analysis still remains to be done. Nevertheless, the problems, difficulties, and contradictions created by planning methods as well as the development of economic systems added a further dimension to the problem, and the search for a new approach to planned development led to the emergence of a new planning concept and method, namely, the organization of regional and local development. Indeed, in spite of the commendable results we have deliberately emphasized, the methods of planning hitherto used, whether sectorally oriented (cf.1.1) - or conducted on the basis of balanced development (cf.1.2) were full of serious drawbacks; the gravest of these was the indifferent effect of investments, because of a failure to make use of the practical possibilities of the socio-economic machinery. The national resources which could have been used for investment dwindled away, foreign technical assistance remained cautious, and the popular masses were disenchanted by the development mystique which they tended to regard as something which did not touch their daily lives.

This situation led to a general analysis of the development process based on the internal functioning of socio-economic production systems. From the analysis there emerged the notion of the structure of systems and, by a natural corollary, the nature of the "play" of component elements in the structure.

If we may be allowed to push diagrammatic representation to its utmost limits, the general structure of any productive system may be represented as follows:



Development was thus seen to be the result of a complex phenomenon, still imperfectly understood, whose effectiveness was conditioned by the nature of the component factors of the system. It was realized that development was associated with data inherent in human groupings, their sociology, environment etc., in other words, with a very complex set of political, social, psychological, cultural, ecological and technical factors etc. Thus the general rule came to be accepted that, if the ability to develop, the urge towards positive evolution, was a universal phenomenon applying even to the most disinherited places, progress would require certain definite conditions to become a practical reality. In the first place, there is no such thing as the automatic transference of progress which can be spread only on the basis of a rationale suited to a given environment, as a function of a set of values itself bound up with the existing socio-economic structures and their inner drive. In the second place, if progress is to spread, it must obey the logic of the evolutionary process (induced or natural) of these structures; in so doing, it tends to produce new forms of socio-economic organization.

The basic problem of development is, therefore, the reorganization of the necessary socio-economic structures through progressive modification, breaking them down and building them up again.

If this point of view is accepted, development can be conceived on the basis of the following logic:

- an inventory of resources and the technical use which can be made of them;
- an analysis of the conditions for making use of resources within various communities, as a result of their special conditions;
- decisions on the orientation of development (political and socio-economic options);
- the determination of objectives (national, sectoral, social, etc.) and the fixing of principles, methods and techniques of maximization.

The preparation of a practical plan of action, starting from the principle that in every given space, the activities of the various communities or groups interact, (variously) and that the location of activities agreed upon, governs the nature of the interactions and, therefore, the effectiveness of the socio-economic machinery as a whole.

Logically, therefore, this process led to the planned, methodical, projected organization of regional and local development, obviously conceived in its natural setting; in other words, it led to the regionalization of development plans.

The regionalization of development plans is not merely a matter of drawing up an operational schedule for implementation at given points in a territory, or dividing a national plan into geographical units, or superimposing the objectives of such a plan on regional and local objectives.

It proceeds on the assumption that the final production targets will be reached, in other words, that national plan objectives will be secured and, on that assumption, considering the interplay of the components in the structure of the socio-economic system (cf. diagram in 1.3), and surveying the entire field of action and the effects of intermediary output, endeavours to obtain a dynamic pattern of relationships energizing the national space as a whole. It further implies that the national space should be regarded, not as an undifferentiated homogeneous block, but as a unit made up of sub-units whose purpose is to contribute to the unity of the larger unit, each sub-unit having its own special features which create differentiations, complementarities, contradictions, aggregative tendencies, centripetal or centrifugal forces (making their influence felt sometimes even outside the national frontiers), etc..

Let us assume that the national space is regionalized

As far as plan regionalization is concerned, there is no longer any question of individual economic sectors maximizing production in accordance with a national decision; instead they should organize production (and its attendant relationships) in such a way as to secure:

- response to the real, practical, explicit needs of individual regions bearing in mind their special characteristics;
- specialization in national economic activities with a view to maximizing regional and local production and giving the country, in spite of disparities, a coherent economic system which will enable it to achieve the optimum national output consistent with the above data.

Thus plan regionalization, (a description of the methods of which would far exceed the limits of the present report), consists of organized regional and local development integrated with national development and, at the same time, embracing very diversified units: specific spaces and special communities.

This is a prerequisite of balanced progress and nothing else can bring about sound, rational development.

1.5 The advantages, limits and conditions of plan regionalization

There are numerous advantages to be derived from plan regionalization:

- it secures a differentiation of development policy which can then

adjust itself more readily to all the conditions in the country, thus contributing to the dynamism of the whole productive machinery (a special advantage of plan regionalization is that it makes it possible to tackle a number of fortuitous variables; these are often lost sight of at the central level with the result that bottlenecks and tensions occur in the operation of the national socio-economy machinery);

- it builds up a practical fulcrum for development operations, by regrouping activities in a regional context, thus making it possible to secure a greater unity in the pursuit of objectives and effective concentration of resources and techniques, etc.;
- not least, it secures the conscious participation of the population, and gives them a practical appreciation of the plan and its end result - development.

But, along with these advantages, mention must be made of the principal limits of plan regionalization:

- there can be no optimization of regional programmes except in the national framework, which considerably limits regional autonomy; in the first place, the efficiency of an investment cannot be measured by jointly assessing its components, since such an assessment evaluates elements which relate to points outside the region; in the second place, regional optimization will always be subordinated to national optimization;
- any action on a national scale must be set within a pre-existing socio-economic productive system which must be binding; this means that regional action which has to bow to the environment, is made to feel a double constraint;
- a regional entity is inconceivable without resources - especially finance - to carry out its tasks, and this condition is seldom fulfilled;
- there are limits to a breakdown on sectoral lines at the regional level and, consequently, nowhere is out-and-out regionalization possible;
- the conjunction of socio-economic factors makes certain regions unsuitable for regionalized development with powerful guidance from the centre.

In short, plan regionalization or the rational organization of regional and local development cannot be achieved except when the country has an administration that is also "regionalized" and provided with structures, methods and trained personnel, geared to the task it is required to perform.

Thus it is clear that regionalization with its various aspects, advantages, limitations and difficulties, will depend intrinsically on the special circumstances of individual countries. Therefore care should be taken to avoid systematizing a general theory especially where "regionalized" administration or local administration is concerned.

1.6 General problems of regionalized administration (or regional and local administrations)

Plan regionalization sets a series of institutional problems of organization for governments:

- (a) defining, in a given country, the national spaces within which regional and local interests can be conceptually conceived (regions or zones for programme implementation or development);
- (b) organizing, within these national spaces, development activities which will respond to regional, local and national interests;
- (c) for this purpose, providing these national spaces with economic and administrative bodies, capable of:
 - mobilizing national resources and developing them;
 - ensuring co-ordination with the central government bodies, for the implementation of a policy in conformity with the national interest;
 - ensuring adequate horizontal co-ordination among them, to carry out a coherent regional and local policy;
- (d) organizing conscious, active popular participation in regional and local development, in other words, seeing that all the community interests are pledged to the task of planning;
- (e) tackling physical development to ensure that in accordance with the policy adopted, each region is provided with the necessary resources for development (infrastructure, collective plant, the establishment of development pivots, etc.);
- (f) providing ancillary aids to regional and local activities (heavy equipment, study missions, etc.);
- (g) organizing appropriate central services (co-ordination with regional and local institutions).

CHAPTER II

SUMMARY OF GROUP STUDIES AND OBSERVATIONS IN YUGOSLAVIA, ITALY, AND FRANCE (from 1 to 15 December 1968)

2.0 Yugoslavia

2.1 Italy

2.2 France

2.0 Yugoslavia

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2.2 France

- 2.2.0 Introduction (Organization of study tour).
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- 2.2.3 Administrative organization of regional development (central, regional, departmental levels, external public services).
- 2.2.4 Organizing local community participation.
- 2.2.5 Field organization of regional development activities.
- 2.2.6 Regional development planning and finance.
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2.0 YUGOSLAVIA

- 2.0.0 Introduction (Organization of study tour).
- 2.0.1 How the existing Yugoslav system was formed.
- 2.0.2 General outline of the Yugoslav system in 1968.
- 2.0.3 Organization of the Yugoslav Federal State.
- 2.0.4 Public administration in Yugoslavia.
- 2.0.5 Development system - organization of production.
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- 2.0.6 The Yugoslav commune.
 - 2.0.6.1 Basic principles
 - 2.0.6.2 Structures and functional organization of the commune.
 - 2.0.6.3 Functions.
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2.0.0 Introduction (Organization of study tour).

The study group was in Yugoslavia from 1 to 8 December 1968. The Federal Administration of Technical Co-operation (ZAMTES) organized the administrative aspects of the tour and the Serbian Institute of Public Administration was responsible for visits, studies and group excursions.

Visits were made to the following organizations and group members had an opportunity of studying the Yugoslav system:

- The Serbian Institute of Public Administration in Belgrade. Apart from arranging visits (excursions, studies, documentation), this organization provided basic data on the Yugoslav system (the constitutional and administrative machinery of the Federation, the Republics, Communes etc., the socio-economic machinery and organization of national, regional and local development etc.);
- The self-governing region of Voivodina. This visit made it possible to study the institutions and administration of a self-governing or independent region, as well as the methods for the organization of regional socio-economic development;
- The Nis Commune. Since the commune is the basis of decentralization in Yugoslavia the visit to this important commune enabled the group to study the organization of local administration, its role, problems and methods used to encourage popular participation in local administration and development;
- The Nis Chamber of Economy. As the administrative and technical pivot of regional and local development, the Chambers of Economy play a very important part in its organization. This was a very interesting visit, and from it the group realized the need to have co-ordinating machinery within systems with a high degree of decentralization;
- Labour organization. In Yugoslav terminology, a labour organization (ODT) is any type of self-administered enterprise. The ODT's are the basic unit of the production system. This visit enabled the group to study the corollary of administrative decentralization - self-administered economic decentralization, which is the distinctive feature of the Yugoslav socialist system. The group visited the Danube-Tisza-Danube irrigation enterprise, an ODT which plays a very important part in regional and local development. Its role raises a number of co-ordination problems with the communes and problems of concerted action with the inhabitants who are directly affected by the development schemes.

The visit to Yugoslavia ended with an integrated meeting in Belgrade at the headquarters of the Serbian Institute of Public Administration. It was presided over by the Director of the Institute who was accompanied by his principal collaborators.

In spite of their brief stay, the group was able to examine the main elements in the Yugoslav decentralized and self-administered socialist system. This result was due to the extraordinary efficiency of the Yugoslav services which worked out a rational study programme; it was due also to the competence of the Yugoslavs who were contacted by the group, and to the large amount of precise documentation circulated in French.

Annex IV contains the list of organizations visited and persons met.

A compressed account of the studies undertaken in Yugoslavia is given below under seven headings as follows:

- how the present system was formed,
- general outline of the system,
- Organization of the Federation and the Republics,
- federal and republican public administration,
- organization of development,
- the commune,
- supervising the decentralized Yugoslav system.

We tried to slant our presentation of the Yugoslav system in the light of the objectives of our study (regional and local administration and development), but we also insisted on fitting our study into the general pattern of the Yugoslav system and its development. Otherwise, it would have been difficult to appreciate the very decentralized system of local administration that exists in Yugoslavia.

We also tried to avoid repeating what has already been published on this subject in various UN documents, such as the following:

- E/CN.14/UAP/17 (report on local government study tour of Yugoslavia and India);
- ST-TAO-M-19 (decentralization for national and local development - annexe III - Patterns of decentralization in Yugoslavia) and slanting our analysis to possible afflications in Africa.

2.0.1 How the present Yugoslav system was formed.

The Yugoslav system, as we saw it, can be explained as much in terms of geography as of history. Actually Yugoslavia's present geographical surface area is very varied and for a long time was torn between Austria and Turkey. This led to three dominant characteristics:

- cultural and ethnic diversity;
- disparities in economic development between the various regions;
- a very pronounced concept of local autonomy.

The Yugoslav system, as it exists today, may be divided into seven periods: (the pre-1914 period,) (1918-1941), (1941-1945), (1946-1948), (1948-1950), (1950-1963), 1963-....).

First period (pre-1914). At this period Yugoslavia was made up of independent States (Serbia-Montenegro) and areas under foreign rule (Dalmatia - Slovenia - Voivodina - Croatia - Bosnia-Herzegovina). The political systems, subservience to a foreign power, the varied character of the environment and of human groups created a concept of local self-government. This was based on communal law which was administrative as well as cultural and might be summed up as follows:

- an administration of very varied ethnic groups, attached to their respective cultures and modes of existence etc.;
- reaction to foreign occupation - local self-government representing a measure of national independence;
- the need to perform communal administrative tasks with varying degrees of autonomy, due to the geographical features of the country.

Hence it happened that the concept of self-government and local government existed very early in Yugoslavia. This de facto situation was codified in a series of legal Acts: Slovenia (1863), Istria-Styria (1864), Karynthia (1865), Serbia (1903), Bosnia-Herzegovina (1907) and Montenegro (1970).

Second period (1918-1941). As a result of the 1914-1918 war when Austria-Hungary was defeated, Yugoslavia became a joint State. In 1921, with the promulgation of its first constitution, Yugoslavia was sub-divided into provinces, arrondissements and communes. This actually represented a deconcentration, as far as the provinces and arrondissements were concerned, since the communes continued to be administered on the basis of the laws in force prior to the country's unification. In 1929 there was an intensive degree of centralization, and communal organization was radically changed. For one thing, the communal system which until then was a patchwork of diversification, was unified; for another, the Act of 1933 restricted local self-government and practically converted the communes into State organizations. Thus, until 1941, Yugoslavia was under a rigid unifying system of centralization.

Third period (1941-1945). The occupation of Yugoslavia led to the organization of large-scale popular resistance. This affected local administration in four ways:

- The established administrative system, which was controlled by the occupying power had to be destroyed directly, or with the assistance of collaborators;
- Resistance was organized on the basis of natural population units, which constituted themselves into National Liberation Committees; in addition to fighting, they performed political, administrative and economic tasks;
- National resistance was the responsibility of the Supreme Command of the National Liberation Army, which organized the nation for the fight;
 - a) The National Liberation Committees had an organizational structure which moved upwards from the basic units to the regional committees;
 - b) The Committees were converted into organizations which could be elected and dismissed;
 - c) Finally, to give the popular struggle a solid historical, political and psychological basis, the principle of a multinational federation was adopted.

Thus, when the war was over, Yugoslavia had an organizational structure which foreshadowed the future Federal State, with local organizations enjoying a measure of autonomy.

Fourth period (1946-1948). The 1946 constitution organized the Yugoslav State and established the Federal Socialist Republic of Yugoslavia, which consists of six republics. In 1946, too, a law was passed in respect of the popular committees which had taken the place of the Liberation Committees. By this Act the popular committees were invested with dual powers:

- They administered local affairs;
- They implemented decisions of the higher State organizations;

Socially and economically, Yugoslavia was at a very low level with:

- general economic and social backwardness inherited from the past;
- very marked regional inequalities;
- serious damage caused by the war;
- tremendous losses in terms of men killed (1 in 9);
- general shortage of resources and facilities etc.

In practical terms this situation compelled Yugoslavia to organize a centralized Federal State.

Facilities, which were few and far between had to be concentrated on a priority basis to get economic life going again. This meant that the State, through its public administration was the basic dynamic organizing force. It therefore assumed direct control of economic administration, and this logically led to the establishment of a centralized system.

This was the period of the nation's social and economic reconstruction and the establishment of the new social order.

Fifth period (1948-1950). The tremendous effort made by Yugoslavia, in spite of its low initial economic capacity, the large number of requirements to be met, and the special circumstances in which the country was placed etc. led to a series of difficulties such as the following:

- The fact that economic decisions were taken at the centre, which meant rigid economic organization, often resulted in an imbalance between achievements and needs (due in part to lack of economic data inherent in the circumstances of the time);
- The Government's desire to secure balanced growth throughout the nation whose economic foundations were very variable, meant that uneconomic activities were sometimes promulgated, leading to a waste of resources;
- Finally, internal conditions such as shortages, disparities, socialization etc. meant, as a lecturer once put it, that the "national community, that is, the State, was a target for attack" by communities, groups and townships which acted without regard for existing facilities or motives of economic profitability etc.

In such circumstances, investments did not bring in adequate returns and a general reform of the system became necessary, especially where it called for a more realistic adjustment to meet existing conditions in Yugoslavia.

This is how the problem stood. When the country was liberated, the need was not to reconstruct it in a material sense, but to build it up afresh by providing it with a new social order. There were obvious "bottlenecks" which had to be removed. Thus it became necessary to fit targets into a logical sequence, and only the method of rigid centralized planning seemed capable of achieving this, as the overriding need was to attain the objectives as planned. For this reason, little account was taken of costs since the attainment of a given target was the condition for the attainment of the next (in such circumstances the possibilities of a combination of costs and benefits were very limited). In 1948-1950, in view of the results achieved, that necessity perhaps no longer existed and the Yugoslav Government could think of changing its methods of economic administration. There were evidently a number

of solutions, each with its special political and administrative implications, on which it is clearly not our business to pass judgment.

The Government then decided upon a reform which was intended to secure the maximum degree of profitability from investments while guaranteeing the socio-political and socio-economic unity of Yugoslavia; and it was also necessary, having regard to the special circumstances that existed in that country, to allow each region and each community to assume full responsibility for its economic arrangements, on the basis of its own resources. The community at the top was responsible only for ensuring the necessary conditions by providing overall co-ordination and making sure that the under-developed zones received assistance, in accordance with strictly defined criteria. In short, the watchword was profitability and the chosen method was general decentralization, politically, administratively and economically.

Sixth period (1950-1963). This was the period when the centralized system of rigid planning was abandoned and complete economic and social self-administration inaugurated. During this period Yugoslavia went through basic changes which were crystallized by the Acts passed in 1949-1950-1952-1953-1955-1957 and by the 1963 constitution which instituted the present system.

Seventh period (1963-...). This was the period when an attempt was made to implement the 1963 constitution whose characteristics were:

- a gradual moving away from State control, with the necessary changes in the administrative system;
- economic decentralization and the establishment of labour organizations and self-administered institutions;
- the conversion of the communes into centres of local government etc.

This is the system the group examined. Apart from problems and efforts at adjustment, we did not notice any substantial development, except perhaps a certain tendency that might be described by the term integration, the aim being to correct some of the excesses of decentralization.

2.0.2 General outline of the Yugoslav system in 1968

The Yugoslav system, as we saw it, was the result of an ideological option - socialism; or, shall we say, it was the option of a concept of socialism integral social and economic self-administration, of a double constraint, the country's economic disparity and an extremely diverse population.

Faced with such a situation, the Yugoslav authorities had to implement four decisions:

- The country had to be completely decentralized, so that every part of it could develop on its own material basis, to ensure that every effort and every action achieved the maximum degree of profitability;
- The socio-political and socio-economic unity of the country had to be secured through a federal constitution;
- Human beings, free and equal in rights, had to be regarded as:
 - (a) members of a social community, for which they were responsible, by exercising their rights and functions as citizens through integral social self-administration,
 - (b) members of a working community, for which they were responsible, by the production of goods and services to satisfy their needs and those of the social community.

The highest authorities in the communities were the socio-economic-political Assemblies, on which the citizens were represented from two standpoints:

The logical consequences of these decisions were as follows:

- A multinational Federal State was established, in which all the ethnic groups had similar rights; it was an arrangement in which a very large amount of political decentralization was conceded;
- There was a progressive departure from State control and a gradual decline in the conventional type of public administration, particularly at the federal and republican levels.
- Centralized planning was abolished as well as any planning based on legal constraints (economic agents took their cue from the laws of the market, and the essential aim of any action by the organs serving the socio-political community was to help them lay the material foundations for general development);
- Absolute communal autonomy, the commune administered by its own citizens, was the basic political, social and economic structure.
- Self-administered labour organizations were set up bringing about the abolition of State enterprises and making it possible for most of the activities to be removed from the budget;
- All socio-economic agents were made responsible persons regulating their conduct in response to the social and financial profitability of their activities.

- Adjusting mechanisms were set up: these lay somewhere along the line between supervision and assistance (constitutional courts, economic chambers, social accounts department, banking systems, institutes for providing assistance etc.)

2.0.3 Organization of the Yugoslav Federal State

Yugoslavia is a "community of peoples free and equal before the law", and constituting a Federation of six republics:

Bosnia and Herzegovina	3,280,000 inhabitants
Montenegro	480,000 inhabitants
Croatia	4,160,000 inhabitants
Macedonia	1,410,000 inhabitants
Slovenia	1,600,000 inhabitants
Serbia	<u>7,650,000 inhabitants</u>
	18,580,000 inhabitants

The Republics may include autonomous regions, a national brand of self-government based on past history, traditions, culture, modes of life, living conditions etc. (the Republic of Serbia includes two autonomous regions: Voivodine - Kosovo - Metohia). The territory of the Republics is divided into communes.

The Federal system is very much decentralized, and each Republic is provided with a constitution which makes it "a national community ... fully competent to deal with its own affairs ...". Only problems which cannot be regulated at the Republican level are dealt with by the Federation (sovereignty and territorial integrity of the Federation, customs, international relations, defence, general security, unity of the socio-political and economic system, fundamental freedoms and rights of citizens).

The Federal Assembly is the supreme authority. It consists of 5 councils:

- A Council of nationalities, representing citizens and socio-political organizations (Republics - autonomous areas) with 190 deputies;
- 4 Councils each with 120 deputies, representing the working communities (economic, education and culture, social affairs and health, politics and organization).

It will thus be seen that Yugoslav citizens are represented as citizens of a national entity and as members of a working community, which is a definite break with the conventional parliamentary system. Each Council consists of committees and commissions.

The Federal Government is the political and executive body of the Federal Assembly. It consists of:

- 1 President of the Republic, Head of State, and 1 Vice-President.
- 1 Federal Executive Council, with a President. This Council deals exclusively with political matters (its members are not administrative chiefs).

The President of the Federal Republic presides over the Federal Council which examines questions relating to State policy and the activities of State bodies. He is also the Head of the army.

The organization of the Six republics is similar, with two exceptions: there is no president of the republic or Council of nationalities. The assembly of the Republic also contains 5 councils:

- 1 council of the republic with 120 deputies (representing citizens and communes);
- 4 councils with 80 deputies each, representing the working communities.

The Republican Government is made up of an Executive Council with a President.

The autonomous areas are organized on similar lines.

2.0.4 Yugoslav public administration

Up to 1953 the Yugoslav public administration had a conventional status and organization. The Federal Governments of the republics were the supreme organs of executive and administrative authority. The members of the Government were each responsible for an administration, like Ministers in most countries.

Decentralization and self-administration produced a movement away from State control which was expressed as follows in a Yugoslav official publication "... the essential aim of institutional organization is to eliminate all constraint by the State as quickly as possible, and establish a free society where each will work according to his abilities and receive according to his needs. The system of self-administration should, in fact, make it possible to attain a degree of economic and cultural development which would secure this objective".

This movement away from State control profoundly changed the nature and structures of public administration in Yugoslavia which revealed the following characteristics:

1. State administration is not synonymous with the function of public administration. The movement away from State control limited State

administration, since a number of labour organizations carried out certain administrative functions or were authorized to do so (Article 221, Part XI, for instance, of the Republican administration of the constitution of the Republic of Serbia clearly states that the law can make self-administered organizations responsible for special technical administrative functions).

2. Members of the Federal and Republican Governments (Executive Councils) are not responsible for administrative bodies. There is no chief of public administration, and public administration is accountable to the political bodies.
3. Administrative organizations are instituted and abolished by law. These are bodies administered by their staff and are independent in the exercise of duties falling within their competence, as by law established. In short, they are bodies strictly subject to the principle of legality; they are not the trustees of any right stemming from the principle of imperium, but are to all intents and purposes like any labour organization (cf. 2.0.5.2), except through the duties they perform, the only notable exception being the security and defence forces.
4. Communal administration, which, broadly speaking, is based on the same principles, essentially fulfils the tasks of public administration in Yugoslavia, either through legal competence or by devolution or the delegation of the federal or republican public administrations.
5. On the whole, public administration in Yugoslavia is therefore an ad hoc administration set up to meet the strictly general needs of a society which is politically, socially and economically self-administered. Consequently, the administrative organs do not have the usual hierarchical structure. The federal bodies, among other things cannot issue orders to the Republican bodies, nor can Republican organizations issue orders to other bodies, since they have no authority over them.
6. Certain administrations, such as the army, public security, customs, public ministries etc. do not have the characteristics just described.
7. Justice, too, is in a class by itself. There is the conventional judiciary at three levels (Federal and Republican Supreme Courts, Republican tribunals and communal tribunals) and three kinds of tribunals (civil jurisdiction and conventional penal jurisdiction, economic and military tribunals). These bodies all exclusively apply the laws adopted by the Federal Assembly. On the other hand, the following characteristics are peculiar to the Yugoslav system:

- (a) Judges are appointed by Assemblies;
 - (b) In certain circumstances, the law permits the judicial function to be exercised by tribunals of similar standing or arbitration courts;
 - (c) In local and labour communities, there are mediation councils which are "... social bodies for mediating in lawsuits among citizens...";
 - (d) Finally, there are tribunaux d'honneur which adjudicate on the management of self-administered enterprises.
8. Finally, as far as structures are concerned, public administration in Yugoslavia includes State secretariats (competent to deal with matters relating exclusively to the federation), federal secretariats, republican secretariats each of which is competent to deal with administrative matters in the sectors, in the conventional meaning of the term. We also noted that a very large number of public administrative activities were performed by Institutes (which could enter into contracts with various organizations). Communal administration is fairly heterogeneous and, as a rule, the administrative bodies consist of special departments and offices which come under communal assembly councils.

2.0.5 How production is developed and organized

It is impossible to understand the socio-political organization of Yugoslavia without a knowledge of the principles underlying its component socio-economic organization. We have examined three aspects of them:

- the planning system;
- the organization of production;
- the organization of regional and local development.

2.0.5.1 The planning system is concerned with working out orientation plans at various levels (Federal - Republican - communal); these plans should be quite free from any legal constraints, but should make use of the logic of the rules of the market, through financial instruments (taxation - credit - price regulation etc.). The plans are established by specialized institutes approved by the assemblies concerned, after being discussed at all levels. The basic role of plan implementation belongs to the communes and labour organization (cf. 2.0.5.2).

The fundamental principle of planning in Yugoslavia is profitability and full responsibility as exercised by economic agents. Plans are financed in a variety of ways (through funds repayable or not repayable, through the enterprise's own available liquidities, etc.).

The allocation of grants is reduced to the minimum. Generally, the State and the communes enter into contracts with labour organizations for the performance of certain jobs. The usual financing method used is the banking system, and here there are four points worth noting: credit policy is plan-oriented; the banks, as independent institutions, define their particular credit policy, which is to develop communal banks.

There are also Federal and Republican grants in favour of underdeveloped areas.

We noted that the planning system was very decentralized and that it had succeeded in preserving the necessary unity, because of four factors: profitability influencing the behaviour of enterprises that have ceased to be subsidized on conventional lines; a highly developed economic information system through a network of specialized institutes; an intensive degree of concerted action at all levels and efficient orientation through financial instruments.

2.0.5.2 Organizations for production. In Yugoslavia, there are three types of organization for production:

1. Self-administered enterprises or labour organizations (ODT).
2. Co-operatives.
3. The private sector.

1. Self-administered enterprises. The 1963 constitution introduced the idea of labour organizations (ODT). ODT's cover enterprises of every kind, including institutions; in other words, all organization in which men and women engage in any activity connected with the economy, education, science, culture, welfare, social security and other services. They are autonomous organizations which are free to determine their own policy and action programmes and spend their revenue as they please (within the limits laid down by the law, of course) etc. ODT's are self-administered, and each worker has the right to participate in their administration; the only qualification for such participation is the status of worker. Self-administration is organized by various bodies:

- workers councils - management committees - supervisory agencies, miscellaneous technical organs - ancillary supervisory bodies, etc.

ODT's have a Director, selected by a Committee which has parity (producers, representatives of the commune). When the ODT's fall within the category of public bodies, persons making use of them participate in management in accordance with certain procedures.

The study group noticed the following striking characteristics:

- (a) there are no public enterprises in Yugoslavia any longer, and apart from a small private co-operative sector, the production machinery consists of ODT's which make it possible for the Government to remove a number of items from the budget;
- (b) the decisive part played by communes (establishment of ODT's, approval of statutes and activities, selection of Directors, planning and local programming etc.); this is in fact a very advanced mechanism for promoting regional and local development;
- (c) the ODT's are autonomous and fully responsible, and the State owes them no obligation;
- (d) flexibility in the use of ODT's, particularly for organizing regional development, public services etc.;
- (e) assistance to ODT's on a technical basis and from the standpoint of administration (institutes - economic chambers etc.);
- (f) the supervision exercised by the social accounting services.

2. Co-operatives. Generally speaking, the co-operative movement is sizeable in the agricultural sector where it enables individual farmers to establish groupings. The formation of co-operatives can also be envisaged in other economic sectors. Co-operatives can enter into relations with self-administered labour organizations and participate in their management. Membership of co-operatives is by free consent. It would appear that after a period of ebb tide, there is now a rapid development in the co-operative agricultural sector.

3. The private sector exists, especially in agriculture and services. It is strictly limited by law (area, number of employees) and by taxation. However, the Yugoslav system allows foreign capital to participate in certain circumstances.

2.0.5.3 Organization of regional and local development. Article 96 of the constitution stipulates that "...it is in the commune that the creation of material and other conditions necessary for human labour and the development of productive forces occurs..." The commune is therefore, as we shall see in 2.0.6, the basic organization in the Yugoslav system, from the socio-political and socio-economic standpoints. It is the pivot of regional and local development whose basic principle is as follows: each region in Yugoslavia develops in response to its possibilities, with assistance from the Federation, the Republic and Communes in question, on the basis of the economic returns of the system as a whole. Diagrammatically, the regional and local development system is as follows:

1. The Federal and the Republican plans: these are prepared respectively by the Central Federal Planning Office, the Republican Planning Institutes and other specialized Federal and Republican institutes. They determine:

- (a) the direction in which development is to move (cf. 2.0.5.1)
- (b) the major physical development programmes which exceed the territorial competences of the Republics and Communes.

2. Apart from the financing of important works that come under the Federation and the Republics, there exist at the Federal and Republican levels, financing funds for accelerating the development of economically underdeveloped regions. For instance, article 148 of the constitution of the Republic of Serbia stipulates that "... a special Republican fund shall be instituted to finance accelerated economic development in underdeveloped regions which are situated in its territory" (it should be noted that the allocation of these funds has no administrative overtones. They are provided under the banking system).

Practical plan implementation takes place in the communes, all of which have a development plan, large resources of their own and the possibility of setting up labour organizations etc.

But there were a number of problems:

- It was necessary that the communes should have sufficient economic space and potential to work out a development plan;
- The development plans of the communes had to be agreed with the Federal and Republican plans and the ODT programmes;
- Special assistance had to be provided for the communes and the ODT's to work out viable plans and programmes and ensure their implementation;
- Finally, certain tasks went beyond the limits of the communes, and ODT's performed territorial activities which did not fit in with the communal arrangements, etc.

Without going into too much detail, this is how the Yugoslav Government dealt with these problems:

1. The number of communes was reduced so that each commune could provide a homogeneous socio-economic area with an adequate material basis for organizing political development;
2. The economic functions of the commune were extended to enable each commune to have direct relationship with citizens living in the commune and labour organizations. In addition, the commune determined its revenue which it used freely (subject, of course to the autonomous rights vested in the ODT's and the tax provisions of Federal and

Republican laws). The commune was therefore in a position to draw up a communal development plan which would take account of Federal and Republican plans and integrate ODT action programmes.

3. However, this was inadequate and a network of agencies was set up:

- Communal administrative bodies necessary for economic activities;
- Assistance to communes, through specialized institutes (planning, statistics, urbanization etc.);
- Loans for developing banks (Federal, Republican, communal banks);
- Finally, the establishment of economic chambers.

There are economic chambers at the Federal, Republican and economic regional levels, in other words, economic areas embracing a number of communes.

They represent labour organizations (ODT) and have an assembly and an executive committee. They can advise on all production problems:

- (a) They are consulted with regard to all laws with a bearing on production machinery;
- (b) Regionally, they ensure co-ordination and concerted action, ODT-wise, in the communes;
- (c) They assist ODT's particularly as regards productivity development;
- (d) They keep an eye on levels of investment profitability;
- (e) They organize tribunaux d'honneur which pass sentence in Public (without any legal constraint) on ODT's which fail in their duties (productivity, profitability, use of social property etc.) within the limits of their formal legal rights.

When taking action, economic chambers make use of their experts, information supplied by the social accounts department and specialized institutes etc.

Thus, the organization of regional and local development in Yugoslavia is in many ways very interesting:

- Communal, Federal and national plans are integrated within a regional framework;
- There is participation at all the national levels in plan preparation (from the Federal and Republican bodies through the ODT's, down to the ordinary citizens, as we shall see in 2.0.6, thanks to communal organization);
- Provision has been made for a very exhaustive system of assistance, concerted action and regulation (economic chambers - institutes etc.);

- Finally, the Yugoslav organization has practically eliminated grants, and the various regions in the country develop on the basis of their natural possibilities with their own resources or through development loans based on the fundamental principle of profitability.

2.0.6 The Yugoslav commune

2.0.6.1 Basic principles. The Yugoslav commune is the basic socio-political and socio-economic structure, and rests on a few essential principles:

1. In the terminology of public administration, it is a local government self-administered by its citizens. As such it constitutes the bedrock unit of production, distribution, consumption and other basic social and economic relationships among citizens;
2. It is an integral part of the socio-economic and political organization of Yugoslavia, through a number of political, economic and social ties (the political structure of the Federations, the Republics and the autonomous regions develop basically on the political structure of the communes);
3. Its rights and duties are guaranteed by constitutions;
4. The commune is free to define its statutes and the method governing the exercise of its duties is set out in the constitutions (e.g. in the constitution of the Republic of Serbia, articles 44 to 56 are devoted to the organization of the communes);
5. The commune is free to define the mutual and reciprocal relationships that should exist among citizens, labour organizations and its own bodies. In addition it organizes the use of social property;
6. The commune determines its revenue and uses it freely within the framework of the constitutions and laws, the three essential principles being as follows:
 - (a) It finances its own activities, including long-term projects;
 - (b) It must not be dependent on State grants for the execution of tasks freely decided;
 - (c) On the other hand, in view of the disparities in economic development in Yugoslavia, certain communes might be given additional resources (for instance, article 91 of the constitution of the Republic of Serbia states that "... a commune whose revenue is not sufficient to meet its needs satisfactorily ... shall, in accordance with the conditions and criteria laid down in Republican law, receive additional resources...").

7. The commune is responsible for its own organization within the constitutional framework;
8. Communal bodies ensure the implementation of Federal and Republican rules and regulations. The commune is thus the basic organization for implementing the whole range of legislation (with a few exceptions);
9. As a general rule, the territory of the commune accommodates only communal administrative organizations (an exception is made in the case of organizations which perform functions that fall exclusively within the Federal and Republican ambit). This explains why there is a preponderance of communal administration in Yugoslavia;
10. Federal and Republican administrative bodies, as a rule, have no hierarchical or administrative right vis-a-vis the communal organs which are answerable solely to the communal assembly. Their mutual relationships rest on legal provisions. There can be only one legal right of supervision (all disputes being determined by the competent constitutional court);
11. The communes co-operate and associate freely with one another;
12. The activities of the communal bodies, as a whole, are public; before any important act is approved by the communal assembly, it must be brought before meetings of citizens (referenda may be organized, if necessary);
13. The territories of the communes are delimited by Republican law. (In adopting these limits, account is taken of certain criteria).

2.0.6.2 Structures and organization of communal operation. The communes have:

- A communal assembly, which consists of the council of the commune whose members are elected by the citizens) and a council of labour communities (whose members are elected by the producers);
- A president of the communal assembly;
- Permanent and temporary commissions, to examine special issues;
- Councils, which are political and executive bodies of the assembly, overseeing the execution of decisions, and determining the orientation of work to be done by communal administrative bodies;

- Administrative bodies exercising their functions autonomously within the general framework of the powers legally conferred on them and the directions given by accredited communal bodies. The work of administrative bodies is directed by the Secretary of the Communal Assembly. Communal administration is provided with inspectorates.

In addition, to secure the more active participation of the citizens, the Yugoslav commune:

1. is divided into self-administered local communities, with a constitution, resources and organs with power to adopt plans and programmes;
2. is able to convene assemblies of electors who appoint office bearers (a president and two members) and adopt decisions by public vote and referenda.

The communes also have an official journal.

2.0.6.3 The functions of the commune. The functions of the commune in Yugoslavia are very important (generally speaking, they are on all fours with the full responsibilities of local government). They may be classified as follows:

1. Economic function. The commune is responsible for the economic development of its territory:
 - (a) It should ensure that the necessary material and legal basis for economic activity exist;
 - (b) It should work out a development plan which will not be at variance with the Federal and Republican plans and the work programmes of the labour organizations;
 - (c) It can set up the necessary labour organizations and have a communal bank;
 - (d) It approves the constitution of the labour organization (in other words, its activities).
2. Political function. The commune is the basic unit of the socio-political system in Yugoslavia, which enables all citizens to take part in the management of public affairs. Indeed, in the Yugoslav constitutional system, it is through the communes:
 - (a) that the socio-political bodies of the Federation and Republics are constituted, and

- (b) direct self-administration by citizens is ensured in political matters (local communities, meetings of electors etc.).
3. Regulating functions. The commune regulates with full autonomy socio-economic activities on its territory (with the exception of competences reserved for the Federation and the Republics) and is responsible for applying Federal and Republican regulations.
 4. Organizational and managerial function. The commune decrees its own organization within the framework of the Federal and Republican constitutions and laws. Similarly, it determines its revenue and expenditure and manages its own affairs.
 5. Social function. Its role is to organize relationships and social life, as well as the various social tasks required for the community (public services, urbanization and housing, municipal administration, primary schooling, cultural institutions, health organization, meeting consumer needs, various social activities involving assistance etc.)
 6. Supervisory function. Communal bodies are responsible for supervising the social legality of relationships arising out of activities as well as citizen rights and their organizations.
 7. Co-operative function. The communes also co-operate with one another and with the Republican bodies. They participate, among other things, in all national activities:
 - (a) Through delegation to wider socio-political communities;
 - (b) Participation in economic chambers (through ODT's);
 - (c) They may enter into partnership;
 - (d) They co-operate in the implementation of Federal and Republican tasks;
 - (e) They can become affiliated to Yugoslav and international organizations.

In conclusion, the commune may be said to be the practical manifestation of decentralization in Yugoslavia. But, here, four important qualifications must be made:

1. Each commune, by virtue of its dimensions, is a viable socio-economic space;
2. Decentralization and the setting up of local quasi-governments, together with the delegation to the communes of the necessary

resources and rights to ensure the performance of the tasks which derive from their legal position;

3. In short, with the exception of financial assistance conditionally accorded to some of the less favoured communes, and technical assistance required to tackle certain problems, the Yugoslav commune is fully responsible for its socio-economic arrangements, its management and the attendant consequences.

4. There is a system of supervision or rather regulation (cf. 2.0.7).

It is obvious that these four conditions are the necessary minimum substratum for any decentralization which would otherwise be a snare and a delusion.

2.0.7 Supervision

A large amount of decentralization in Yugoslavia obviously necessitates supervision, otherwise the country coherent unity would be in jeopardy. Before giving a brief outline of the supervisory system, it is worth pointing out that one of the essential factors making for unity is the sound character of socio-political organizations (socialist alliance - communist line - trade union confederation - union of youth and other mass organizations).

We determined and classified three types of supervision:

1. Supervision of legality. Yugoslavia has a Federal Constitutional Court and Republican Constitutional Courts. These bodies are responsible for supervising the constitutional legality of laws and the legality of general decisions made by any given body. They ensure legal protection for citizens and self-administered organizations, and adjudicate on any disputes that may arise in the Federation, the Republics, the communities etc.

The system is based on:

- (a) The very exhaustive panoply of Yugoslav laws which determine with crystal clearness competences, rights and duties;
 - (b) The supervision exercised by higher bodies and inspectorates.
2. Efficiency check. Since the entire Yugoslav system is subject to the criterion of profitability, and since responsibility for management and behaviour is in the hands of the ODT's, including the institutions or agencies, the law of the market and the yardstick of usefulness provide a selective control (abolition or limitation of resources).

3. Supervising the use of social property. Supervision is exercised in four ways:
- (a) supervision through the social accounts service;
 - (b) supervision through guarantees and bank credits;
 - (c) supervision of productivity by economic chambers (diagnosis - tribunaux d'honneur, etc.);
 - (d) the active participation of citizens and workers in the administration of public affairs and labour organizations.

2.1 Italy

2.1.0 Organization of study tour.

2.1.1 Organization of regional and local development in Italy.

2.1.2 Organization of regional and local development in Sardinia.

2.1.3 Conclusions.

2.1.0 Introduction (Organizing the study tour).

In Italy the group studied the administrative organization of regional and local development in Sardinia.

From 8 to 11 December, the following items were studied:

- The system of autonomous regions in Italy;
- The organization, role and operation of the Sardinian regional programming centre;
- The consortium device used to accelerate regional development in specialized fields (the visit dealt with the consortium for industrial development in the Cagliari zone);
- The municipal system (visit to the Cagliari municipality).
- The visit ended with an integrated meeting at the Programming Centre.

It was attended by the Sardinian Minister for Development (assessorat à la Rinascita)

In spite of their short stay in Sardinia (barely two working days), the group was able to study the system used for developing the autonomous region of Sardinia which they believe has supplied valuable information that can be applied to Africa. This result was made possible through the authorities of Sardinia who, quite apart from their competence have absolute faith in their enterprise. The members of the group thanked them for what they had done in such a short space of time (cf. the list of organizations visited and persons met (Annex V).

A summary of the studies carried out in Italy (Sardinia) is given below under four headings. The official documents with which the group was provided, from which the writer of the report drew heavily, greatly facilitated their task.

2.1.1 The organization of regional and local development in Italy

In 1950 Italy entered upon a period of economic prosperity which was characterized by a high growth rate and a serious problem of disequilibrium.

The northern part of the country was developing rapidly, while the southern portion remained underdeveloped and was not affected (or if it was, only very little) by the linkage effects of national development. To remedy this situation, the Italian Government set up the inter-ministerial committee for the south (comitato dei ministri per il mezzogiorno), whose task was to co-ordinate the activities of the various organizations working for the development of the south, especially the caisse du midi (cassa per il mezzogiorno). This organization has developed tremendously since its establishment. Set up ten years ago, it was responsible for carrying to completion the task begun by the public services in agricultural development, and for equipping certain public works. However the initial years of its application soon demonstrated the inadequacy of the programme. The agreed period of operation of the caisse was therefore extended, its field of action progressively enlarged and its funds increased. Other public and private organizations supported its activities, while a special effort was made to co-ordinate the various measures affecting the south. The objectives of development policy for the southern regions therefore seems to have changed considerably from 1950. On the whole, official documents show that the results achieved until very recently have been disappointing; in fact, the disparity between north and south has increased. The following reasons have been given:

1. The policy was half-hearted and did not take sufficient account of the regional aspect of economic development. In point of fact, after a fairly long interval, development in practically every sector or aspect of economic life in the south was held back through the stagnation of some hitherto neglected sector or aspect;
2. There was an excessive dispersal of effort and too little co-ordination between the organizations for implementing action in the south.

Consequently, the inter-ministerial committee for the south laid down a new policy, which was as follows:

Industrially every effort was made to concentrate industries in zones where a large number of favourable factors already existed: encouragement was also given to the widespread location of small-scale and medium-size industries, to avoid having large industrial complexes remain isolated in an underdeveloped environment. A definition was thus given to: (1) industrial development zones which were to be used as pivots of development; (2) industrialization centres, limited industrial areas based on local markets or the existence of raw materials.

Agriculturally there were three zones: (1) consolidated farming zones (lands with traditionally intensive crop cultivation; (2) high receptivity zones, with good natural elements (possibilities for irrigation). They were, by definition, lands capable of being developed and fitted into a modern economy; (3) extensive farming zones where living conditions were precarious and productive effort anything but easy, in the present state of agrarian techniques. These marginal territories were to be developed through the induced effects of development pivots.

In addition, limits were set to development pivots with basic industries and rural zones in full tide of change (irrigation for instance). Other ancillary activities were proposed such as tourist promotion, development of art and crafts.

The effort to redress the situation was reflected in the extent of State intervention. In 1968 the south increased its GDP substantially; its major achievement was to establish the conditions for more rapid development which, in due course, would make it possible to hold the national economy once again in balance.

To put regional and local development in their proper perspective, a brief mention must be made of the regional administrative structures in Italy. The 1945 constitution put an end to the period of centralized government, and opted for regionalization and decentralization. Articles 5 and 114 stipulate that "... the Republic ... recognizes and favours local autonomies (and that its territory) should be divided into regions - provinces - communes ...". It was obvious that, with the change in the system of government, regionalization was based on objective data: (1) the long communal tradition in Italy; (2) the division of the country into two zones (the industrialized north and the under-developed south) meant that genuine national integration would require the support of regional activities; (3) the special character of certain regions (islands, frontier zones, language zones ... etc.).

A regional analysis of the constitution will show that:

1. The formal communal pattern has been the rule in many communes without adequate resources.
2. The Italian Republic, subdivided into administrative districts (provinces and local communities: communes) was divided up into five autonomous regions (provinces on which the central power conferred special rights): the frontier zone of Trieste (Frioul-Venotia-Julienne) the German and French language zones (Trentin-Upper Adige and the Aosta valley), the two large islands of Sicily and Sardinia.

The second island, Sardinia, is the one the group studied.

2.1.2 The organization of regional and local development in Sardinia.

Sardinia is an autonomous region with a special status. Compared with the provinces which are administered by a prefect representing the State, and which have a provincial Assembly or "Junta", it also has:

1. A local government composed of a President and Ministers or special assessorates: agriculture - industry - transport, finance, labour, public education - development.

2. Specific competences, especially legislative powers delegated by the State. The competences may be divided into three categories: primary or exclusive, contractual and integrative; they provided Sardinia with a large measure of autonomy within the Italian State. The prefect is mainly responsible for the national police force.
3. Special resources (State taxes - local taxes - special Republican rates - the right to raise loans). It is believed that the conversion of Sardinia into an autonomous region, like other regions, has made its budget three to four times bigger.
4. Regional public services operating on parallel lines with the public services of the State, the province and the communes.

Regional planning and development organization may be outlined as follows: Sardinia is regarded as a development pivot including a principal industrial development zone (Cagliari), industrialization centres, a few consolidated farming zones, high receptivity farming zones (Cagliari), as well as extensive farming zones. In addition, it has a tourist promotion zone and a sizable art and crafts zone. (cf. 2.1.1)

To enable Sardinia to implement its development policy, the Italian Government provided it with agreed funds for a thirteen-year period. To make use of these funds, it was necessary to resort to regional planning. It was at this point that a decision was taken to give the development assessorate a programming centre (with a Director, an Assistant Director and twenty-five experts). In 1962, this centre in collaboration with the administrative services of Sardinia, the local office of "la cassa per il mezzogiorno" and socio-economic advisory regional committee representing a number of the island's economic interests and agencies prepared an economic and social regional development plan (Piano di Rinascita). Initially, it was concerned only with the utilization of the thirteen-year credits made available to Sardinia. We were told that the aim was to extend it to all aspects and types of socio-economic activities. For this purpose, it was thought that the programming centre should have a regional statistical service.

To implement the regional economic and social development plan, Sardinia was divided into fifteen homogeneous zones. Each zone (which included several communes) was provided with a development committee on which representatives of the local communities, public administration and private interests could express their views and participate in development. To improve the work of these committees and increase their efficiency, it was decided they should each have a planning office. The thirty-eight communes (very unequal in size and importance), apart from participating in the work of development committees and other organizations, (cf. the consortia) were given important duties in general administration, taxation, soil development, urbanization, social activities ... etc. The group visited the Cagliari town hall and was able to study some of the problems of this very important commune. Although the communal administrative organization was not modified by the conversion of Sardinia into an

autonomous region, the development tasks at least of the communes, increased considerably and generated a growing awareness of development problems among the inhabitants.

Sardinia's development seems to be oriented primarily towards industrialization and tertiary activities (tourism); in view of the natural conditions of the country, agriculture is not a priority, except in certain local areas that are capable of being irrigated. As a result of our study of industrial development, we gained an insight into an interesting scheme that can be applied to agriculture as well as tourism etc ... I refer to the consortium (consorzio). A consortium is a syndicate whose membership includes communes, chambers of commerce, professional associations, public and private legal entities etc. Its purpose is to take the lead in development; for example, the Cagliari industrial consortium, which the group was able to visit, set up the Cagliari industrial development zone on its own initiative.

It has a directorate, a steering committee, a council and may if necessary, include specialized bodies. It is established by a law. The working procedure of a consortium is as follows:

1. The consortium prepares a project for submission and approval by the cassa per il mezzogiorno;
2. The project, when approved, results in a development plan for the region in question, the relevant studies being undertaken by the consortium services or else commissioned;
3. After the plan has been approved (by the cassa per il mezzogiorno) the consortium sees to its implementation, ensures the administration of technical operations etc., in return, the public authorities provide the zone with a series of advantages (financing or development grants, loans, enterprise promotion grants, tax holidays ... etc.);
4. It undertakes the necessary additional studies, provides enterprises with information, promotes establishments, serves as a link between enterprises and financial organizations, public authorities, planning bodies etc. In Sardinia the Cagliari consortium, for instance, has very close (though informal) links with the programming centre.

This brief sketch of the administrative organization of Sardinia's administrative organization might conclude with a mention of:

1. the organization of local financing (especially the Crédit Industriel de la Sardaigne);
2. various activities by way of assistance which the Sardinian branch office of the cassa per il mezzogiorno provides;

3. private enterprises which receive considerable aid from public authorities, and are not subject to any planning constraint.

2.1.3 Conclusions

Regional and local development organization, as it operates in Sardinia, rests on a fairly complex economic administrative and financial system, which lies somewhere along the line between decentralization and deconcentration. The co-ordination of its numerous components is essentially informal, and when the island's recent development is borne in mind, there can be no doubt of its efficiency. The conviction of the men behind it is remarkable. Clearly, the whole area is moving towards a greater degree of integration.

The study group was very much interested in the solutions to problems of regional and local development in Sardinia. At the integrated meeting which was very lively special attention was paid to the following problems: the State and autonomous regions, co-existence of State and autonomous regional administrations, co-ordination of development organizations, economic regional information, homogeneous zones, communes, their size, participation in planning, necessary assistance to communes, popular participation, adjusting administration to regional and local development ... etc. The study of these problems is reflected in the recommendations.

2.2 France

- 2.2.0 Introduction (Organization of study tour)
- 2.2.1 Regional development in France (general remarks)
- 2.2.2 Regional development policy
- 2.2.3 Administrative organization of regional development (central, regional, departmental levels, external public services)
- 2.2.4 Organizing participation of local communities
- 2.2.5 Operational organization of regional development activities
- 2.2.6 Regional development planning and financing
- 2.2.7 Conclusions

2.2.0 Introduction (Organizing the study tour)

The study group programme in France from 11 to 15 December was concerned mainly with an investigation into the role of regional development companies and their integration in the French administrative system.

The group held interviews with the administrative authorities. It met the Prefect of the Languedoc-Roussillon region; visited the Gard prefecture and the regional development mission. On each occasion, a study was made of administrative regional and local development problems. The group also visited a number of organizations which participate in this particular type of development.

- Société du Canal de Provence et d'aménagement de la région provençale (SCPAP);
- Compagnie nationale d'aménagement du Bas-Rhône et du Languedoc (CNABRL);
- Marché-gare d'intérêt national de Nîmes;
- Société d'équipement de la nouvelle ville de Nîmes (SERNI)

The group visited:

- An agricultural development zone (being developed mainly by CNABRL);
- An urban development zone;
- A village renovation project by the Société d'aménagement foncier et d'établissements ruraux du Languedoc;

- A tourist promotion centre being put up by a departmental equipment company.

The group thus had an opportunity of analysing the role of development companies, their organization, methods, etc., as well as the machinery for co-ordinating para-public organizations with public administration and local communities (departments and communes).

In France as in Yugoslavia and in Italy, the objectives of the tour were realized. This was due to excellent programming by the French authorities whose arrangements were thorough and competent. The group would like to thank them for organizing the visit which was impeccable, and for providing such useful data. (At the start of their visit to France, the group was placed under the guidance of the Director of External Relations of the Société du Canal de Provence et d'aménagement de la région provençale, but the Director of External Relations of the Société d'aménagement du Bas-Rhône et du Languedoc took over later.

2.2.1 Regional development in France

The organization of planned development necessitated a series of socio-economic studies and analyses, which revealed certain general features that have already been observed: regional disparities, under-utilization of resources etc.. Besides, the mechanisms of evolutionary change (demographic development, urbanization, imbalances in productivity, pivotal polarisation etc.) tended to increase disparities and, in the long run, threatened national equilibrium.

To solve these problems, the Government decided to implement a policy of regional development and co-ordinated development of the national space, and regarded such action as a basic condition for energizing the productive capacity of the French economic system.

As a result, a series of decisions were taken which, in 1968, could be summed up as follows:

1. The preparation of regional economic, social and physical development plans. This was a decision taken in 1968 by the Minister of Planning and Physical Development. Its effect was to unify the regional programmes the Planning Commissariat had prepared since 1955, and the regional development plans which the physical development department of the Ministry of Reconstruction had begun to implement in 1957.
2. Regional development in a given zone was to be undertaken as part of regional economic and social and physical development. Regional development included urban development industrial decentralization, rural development, regional organization of marketing (establishment of a national market centre) and also large regional development

schemes requiring co-ordinated overall action, to provide special areas with effective means for solving the whole range of technical, agricultural, economic, financial and administrative problems.

3. The long-term objective of regional development and the development of the national space were to be based on the regional potential and the role assigned to each region in development and national physical development. For this purpose, national development policy was to be devised as a function of sectoral growth, regional development and development pivots (large towns), on the basis of a strategy which would ensure that each activity fitted into an integrated, co-ordinated programme which provided the best possible conditions for the economic and social development of the nation, as a whole and its several parts.

The implementation of these principles called for:

- the definition of a regional development policy;
- the organization of an administrative structure for regional development;
- the organization of participation of local communities;
- operational organization of development programmes;
- planning regional development and organizing the financing of regional activities;

The group was able to examine these various aspects, and an analysis of them is given under the following headings.

2.2.2 Regional development policy

As far as we could make out, regional development policy is as follows:

1. Regional development must be set within the perimeter of a natural region with coherent characteristics, in order to make it possible for such projects as are undertaken to have complementary and cumulative effects. Moreover, if effective action is to be taken within the setting of a natural region, it is advisable that an adequate number of administrative units should be grouped within the selected area and thus provide a regional action administrative district.
2. Regional development, as it affects a given environment is an entity with indivisible elements. It is therefore inconceivable that such development should apply to certain aspects of regional economic life, to the exclusion of others (to do this would be to run the risk of substituting a new disequilibrium for the one which an attempt is being made to rectify). Such action, therefore, implies an integrated -

co-ordinated - simultaneous plan as soon as preliminary and integrated studies begin, until specific action is taken in the various fields. In any case, it implies a vast, complex overall undertaking, requiring the participation of a number of agencies to participate in seeing it through: public administration, public enterprise, local communities, various groupings, private initiative etc. The structural and operational organization of activities should take account of these realities.

3. Consequently, regional development should be undertaken methodically. Roughly, this is how France proceeded:

(a) It selected priorities and conducted studies of development schemes to be undertaken. It also selected certain urban centres, especially Paris and regions with grave disparities;

(b) It then classified the activity zones - five types of zone were identified in this way:

- a linkage zone calling for a general and diversified type of intensive action, because of an unsatisfactory economic situation due to a number of reasons;
- a support zone where development was self-sustained, and required nothing more than the normal type of general activity, within the framework of the national development policy;
- a development zone necessitating the existence of large global regional development schemes, and making this possible;
- a maintenance zone, situated exclusively in the rural areas where agriculture was not an economic proposition, and where its role was to preserve a certain degree of equilibrium (which implied permanent public assistance);
- also in the rural areas special temporary action zones were identified to meet certain urgent needs.

(c) Definition of objectives. In the region visited by the group, the Government took the following action:

- In 1951, it set up in the framework of the Planning Commissariat a commission for modernizing and equipping the Bas-Rhône Languedoc region;
- In 1953 this Commission adopted a general report based on a series of multi-disciplinary studies defining objectives to be attained.

(d) Preparation of programmes to be implemented: These programmes were to include the selection of essential projects which would dovetail with other operations and stimulate further action. The projects were to be programmed in such a way as to produce the maximum effect. As before, the process followed was on these lines:

- in 1955, the Commission report was converted into a programme and adopted by decree;
- in 1966, mixed economy development companies were established to put it into effect;
- the general programme was then formulated in an operational manner.

4. Infrastructure and implementation. It was firmly believed that infrastructure (canals, irrigation zones, technical works ... etc.) were the ideal context for development. They provided necessary though inadequate conditions for development, its handmaid and raison d'être. Consequently, through complementary and co-ordination, structures had to be established to enable development to proceed on parallel lines. Whenever this factor has been ignored, development has failed because investments have not produced the economic returns expected. It therefore became necessary to set up development companies to meet urgent needs: creating an infrastructure (irrigation) and embarking on development; setting up production units on prepared lands.
5. Popular participation: The active co-operation of the inhabitants is absolutely necessary for promoting development and is a condition of success. It requires patient persuasion, and the force of example. These are all the more necessary since human beings everywhere tend to oppose change or anything that is likely to upset their settled habits and ideas. Gradually the population must be made to feel that regional development is not only its concern, but that it is responsible for development and for seeing that it succeeds. The population must therefore be progressively associated with the efforts made (through the participation of their political and economic representatives in the executing agencies of programmes, inducement and support for additional measures to support initial action).
6. Regional development and decentralization. France has a centralizing and economically powerful State (the public budget represents a third of the national revenue and the key sectors of the economy are nationalized). Throughout the whole length of its territory, there are uniform laws, organization ... etc. with the exception of certain special governmental systems which do not threaten the basic principle of unity. It was in this context that the Government contemplated the regionalization of planning. This policy of regionalization does

not seem likely to produce any decentralization of the powers of the State; it will tend rather to a deconcentration of such powers, thus creating economically responsible regions. It should be noted, in conclusion, that regionalization (or economic regionalism) is regarded as an experiment in the principles and methods of economic development, and the feeler for testing a new administrative concept which would be better suited to the needs of present-day administration.

2.2.3 Regional development administrative structures.

France - up to 1960 - had the following structures: ninety-three departments which were the basic administrative unit and, at the same time, a local community and 38,000 communes which represented basic local communities. The department (sub-divided into arrondissements and electoral units or cantons) was directed by a prefect who was the only State representative, the Chief executive authority of the local departmental community, with powers of trusteeship over the communes. The departmental local community, under strict State supervision, performs important social and economic functions. The communes are State organizations and, at the same time, bodies for the administration of local interests. The "external" public services exercise their activities to some extent as departments, and inter-departmental units whose limits, aims and nature vary with the services.

This system proved unsuitable for regional development, particularly, for major regional development plans:

1. The department was too narrow a setting and the communes were even more so;
2. The local communities did not have the necessary capacities to serve as support for regional and local development (cf. 2.2.4 - Organization of local community participation);
3. There was no co-ordinating organization, either at the central or regional level to ensure implementation by the various administrations of integrated, co-ordinated or simultaneous action which would make it possible "... to secure a rational and complete development of a region by equipping and modernizing its various economic activities, and co-ordinating them with the demographic, social, human and cultural conditions of the region, to raise the living standard of the inhabitants" Mr. P. Lamour, Director of the Compagnie nationale d'aménagement of the Bas-Rhône-Languedoc region.
4. To conclude, the public services had structures that were too analytical to carry out complex and co-ordinated operations and, in addition, their activity units varied from one service to another, and did not provide the necessary framework for such activities.

The Government therefore carried out a set of reforms: (cf. the following page outline of the administrative organization of regional development).

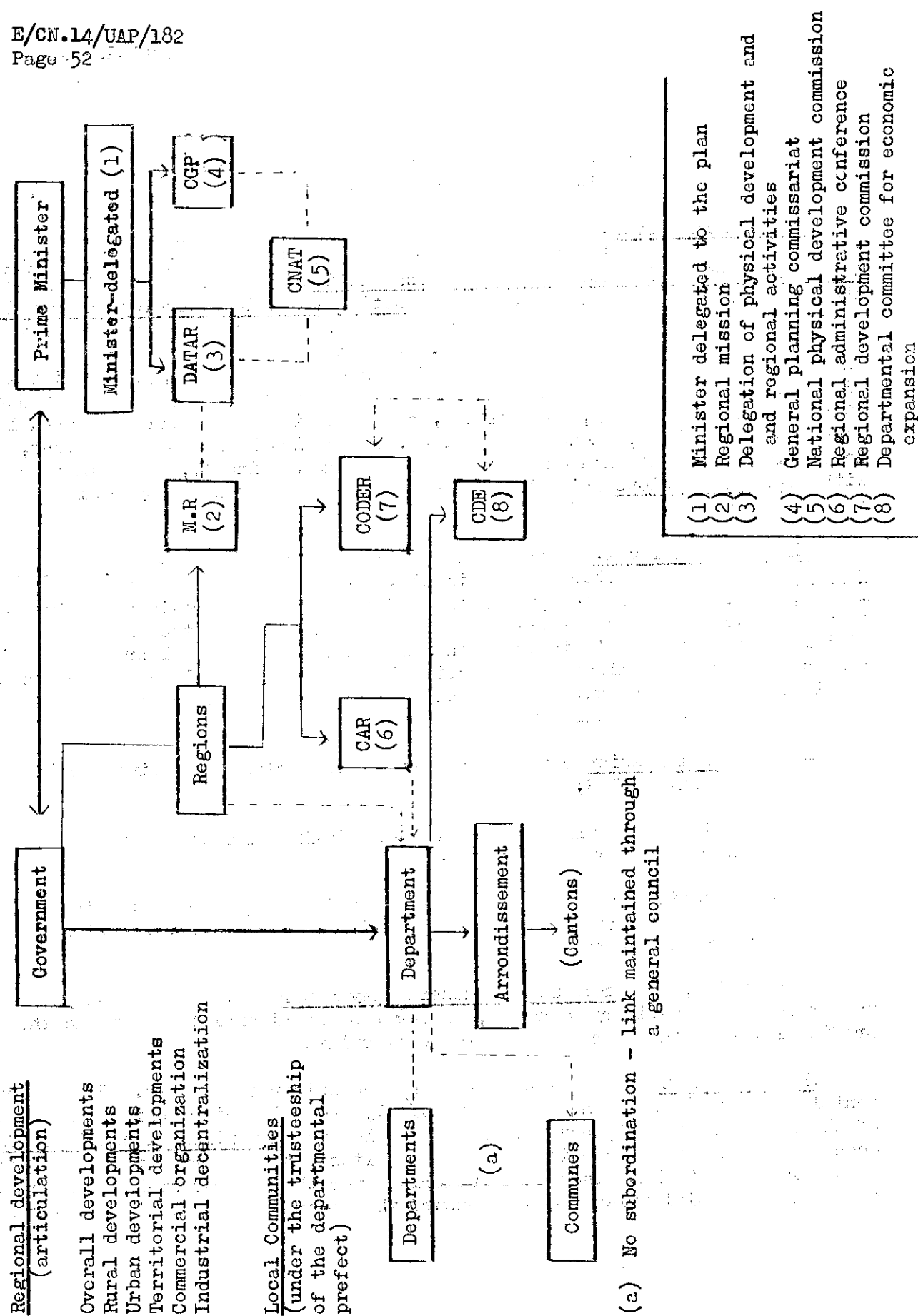
The central level. A Minister delegated to planning and physical development has the General Planning Commissariat available to him (CCP) and a delegation for physical development and regional action (DATAR). The liaison between these two organizations is secured by a national physical development commission (CNAT). DATAR, through the Minister delegated, who ranks next in status to the Prime Minister, has authority over it. It takes part in all the activities of the various organizations responsible for problems concerning plan regionalization. It expresses an opinion on all regional aspects of ministerial projects. It has powers of enquiry, supervision, co-ordination and prepares an annual document which shows, among other things, the regional credit allocations, and local plan implementation on a geographical basis. Finally, it is in touch with regional missions which have been established in the twenty regions covered by the programmes.

The regional level. France has been divided into twenty-one programme regions taking in a number of departments. The region is an area for policy-making, programming and the preparation of programmes for regional activities. In addition, it provides a setting for the harmonization of the inter-departmental administrative units. It is under the direction of a regional prefect who is responsible for co-ordinating the activities of the regional and departmental services, and carrying out general and physical development policy. The prefect of the region has the following bodies available to him:

- A regional mission responsible for regional planning activities in liaison with DATAR;
- The regional administrative conference (CAR) which brings together senior regional civil servants.
- The economic and social development commission (CODER) which is a regional advisory body on which politicians and socio-professionals in the region serve.

In addition, the treasurer or general paymaster of the region supplies the prefect with advisory services, as regards the financial aspect and the profitability of the economic measures contemplated.

The departments remain the operational administrative units. The departmental prefects (who are not administratively under the hierarchical authority of the regional prefect) have available to them the departmental committee for economic expansion (CDE) which is, to some extent, the departmental counterpart of the regional CODER. They have authority over the departmental directorates of the various ministries and thus ensure the co-ordination of all the services.



The external public services have been reclassified as departmental and regional directorates and, in this way, the administrative units have been harmonized and the public services supplied with the necessary synthetic structures for regional activities. In addition, to meet the new needs, a number of organizations have been established and the missions of some of the existing organizations developed (cf. 2.2.5 Operational organization of regional development activities).

2.2.4 Organization of local community participation

The role to be assigned to local communities in development raised a series of problems:

1. Local communities: ninety-three departments - 38,000 communities - were too narrow a framework (including the departmental level) to serve as a basis for economic operations;
2. The communes, particularly, did not have enough resources, nor the necessary technical skills;
3. Their reclassification led to serious political opposition;
4. Finally, the impact of the activities of the local communities on the economy was disquieting. Actually, the local communities have important resources of their own (imposts, taxes, various forms of revenue, grants, loans ... etc.) which represent a third of the State budget. In addition, they account for about two thirds of the public investments (30 per cent of which are financed by the State). Thus, if an analysis is made of the economic effect of these resources which, considered as a whole, are very large, it will be seen that:
 - (a) a substantive proportion of the funds used are absorbed by recurrent expenditure,
 - (b) investments are usually fragmented, and this destroys profitability, especially as they are often made in the interests of social activities or action in sectors with a low technical level,
 - (c) some expenses, in spite of fairly close economic supervision, are irrelevant or ill co-ordinated,
 - (d) the calculation of expenditure by automation (the volume of expenditure is large) does not make it possible to use these expenses for orienting the economy in a sense favourable to development,
 - (e) finally, population and economic development have this effect that the de jure communities do not always correspond to the de facto ones.

In these circumstances, it was difficult to use the local communities as a support for regional development. Moreover, if the State intended to associate the communities as closely as possible with development without giving them any competence, it did not mean to relinquish its supervisory powers or delegate its own responsibility, for national, regional and local development.

Therefore, in order to associate the inhabitants, through their local communities, a series of measures were taken or contemplated. They aimed at:

1. establishing a public community at the regional level with an assembly and its own resources (this measure was under consideration during our visit to France),
2. associating the elected representatives of local communities with economic decisions taken by general departmental councils (which existed prior to the reforms); CODER, CDE and various other specialized organizations,
3. encouraging voluntary regroupment of communes to establish valid entities. Various forms of association have been implemented: districts (urban communities), inter-communal groups etc.,
4. participation by communities for developmental activities through mixed economy companies for regional development (cf. 2.2.5 operational organization of regional development activities),
5. finally, in addition to the administration of their own affairs and the obligatory services for which they are responsible by law, the communities (because of the close State supervision and the financing machinery) will be concerned with securing additional collective equipment.

2.2.5 Operational organization of regional developmental activities

The analysis of conditions for regional and local development has emphasized the following points:

1. Public administration was unsuitable for activities involving a number of different subjects and different Ministries;
2. State enterprises and companies were composed of specialized organizations designed to carry out sectoral tasks and not the many-sided, multifarious tasks required by regional and local development;
3. The local communities had to participate in regional development but were not suitable for providing it with support;
4. The private sector, as the term implied, intervened only where immediate high profits were possible. Consequently, if this sector were interested in certain aspects of regional development (participation in certain projects, industrial decentralization financed by the State etc.), it could not in any way ensure regional development (on the contrary, private investments concentrated on developed regions which generated quick returns and thus very often caused greater disequilibrium).

Government's choice centred on the formula of mixed economy companies, regarded as suitable organizations for animation and co-ordination, to avoid these difficulties. Thus mixed economy companies were established; they were generally provided with large resources and made responsible for integrated development on the basis of an infrastructure (hydraulic equipment, urban centre, marketing centre etc.). The group noted a few particularly interesting characteristics in connexion with these companies:

1. close supervision of these organizations by the State which turned them practically into State organizations; they were however more flexible than public administrative units,
2. successful co-ordination with the administrative authorities, technical services, local communities etc. through accurate programming of development expressed in practical terms through agreements, specifications, and a great deal of complicated supervision (financial, technical, real property, through the accredited representatives of public entities etc...),
3. a high degree of technical skill acquired especially in the fields of automation, organization, management (programming system, budgetary supervision... etc.). The group made a special note of GERSAR (a study group and development company unit, which secures an optimum use of resources, the transmission of information (studies, experiments), co-ordination of action externally ... etc.),
4. the statutes and Articles of Association of these companies provide for the most diverse forms of participation (local communities, socio-professional organizations, public enterprises, private interests ... etc.). In addition, the local communities can get work done by development companies under State supervision. It thus has a powerful string to its bow.

Mixed economy companies, as well as other operational organizations have been established in the most varied fields: large regional global development projects (the group was able to visit the Compagnie nationale d'aménagement du Bas-Rhône Languedoc and the Société du Canal de Provence et d'aménagement de la région provençale), urban development works where company activities are backed up by complex studies (for example, the prospective study on the type of civilization and economy of France in 1985) and a detailed system of rules etc. (The group was able to visit the Société d'équipement de la région de Nîmes which is responsible for equipping the urbanization zone in that town). Marketing organization was effected through the establishment of a national market centre set up by the Société nimoise d'aménagement communal. These market centres are building chains of wholesale markets with excellent technical facilities, rationalizing prices, trying to find markets for regional products, stocking etc. Rural development schemes aim at organizing the rural space and creating economic agricultural units where there are no organizations under the various statutes: land development companies and companies for rural

establishment - SAFER - responsible for rural development schemes and the improvement of rural structures, as well as various other study centres, centres for co-operation, orientation, inducement, extension work and various types of assistance ... etc. (The group visited a village centre set up by SAFER in Languedoc - Roussillon). Tourist promotion schemes led to the creation of organizations adapted to these tasks; tourist promotion on the Languedoc - Roussillon coast (which the group was able to visit) is co-ordinated by an inter-ministerial mission and carried out by four mixed economy companies ... etc. Industrial decentralization (which means in French terminology regional industrial equipment), is orientated and co-ordinated by DATAR in collaboration with the local communities which offer facilities to industries anxious to set up on their territory. The State gives bonuses through the regional prefect and allows a tax holiday to enterprises which leave certain regions and set up business in others.

Thus regional development activities are conceived, co-ordinated and assisted by the public administration and executed by mixed economy companies which enable all interests concerned to be associated. In addition, a large number of various organizations take part in these activities. This method is very flexible and does not question the authority of the State; however it raises a few problems such as co-ordination, dispersal of activities, structural costs ... etc.) which the mixed economy companies undertaking large regional development schemes, seem to have circumvented by conceptual aims, organization, supervision and regional administrative reform.

2.2.6 Planning and financing of regional development

The regional planning process leads to the preparation of two types of document: regional plans and regional sections of given plans. Regional plans are a general presentation of forecasts, orientations and means for promoting economic and social development in each regional unit analyzed in a long-term perspective. Regional sections of plans are a programming of investments to be made in the region for the duration of the national plan. The procedure for preparing this document is left to regional prefects (working in liaison with the General Planning Commissariat). It consists of three stages:

- (a) definition of the main options proposed. These options are based on regional plans (if necessary, additional studies are undertaken),
- (b) reports on the regional economy indicating (as part of the national orientations) the prospects and conditions for regional development, and the general characteristics of the type of development required,
- (c) preparation of the regional section. (In the present state of regional planning methods in France, the regional section essentially indicates the type of equipment necessary).

The regional section is then approved at the central level (Parliament, Government) and the prefects of the region are made responsible for following up its implementation).

Among the organizations contributing to regional planning, there are four which attract the greatest attention.

1. The regional directorates of the national institute of statistics and economic studies (INSEE) which are being organized, to serve as regional economic "observatories" in conjunction with university establishments, public administrations, socio-professional organizations ... etc.;
2. The OREAM - permanent teams studying development and responsible for determining programmes, preparing a prior study on the form of "blue prints", "outlines of development" etc., a whole series of questions and orientations.
3. Regional branches of the national centre of foreign trade (CNCE) geared to the provision of industrial information;
4. Centres for technical agricultural study, working closely with the institute for the organization of agricultural activities, to promote modern agricultural units.

The Financing of regional development is fairly complex, since a number of organizations undertake this in various fields. We shall not therefore do more than give the broad lines of this operation:

- (a) Public State investments are of three types: (1) National investment, where the selection is made by the central services. The regional prefects are informed, and forward their comments on local aspects of the proposed schemes. It is worth noting that in this category are included, investments of services, public establishments, public enterprises, mixed national economy companies, as well as investments of military services, (2) Regional investments. These are funds made available to the regions and the choice is adjudicated by the regional prefect (priorities). It should be noted that the decision with regard to these funds is taken by the Ministries concerned; but if a series of successive operations is involved, notifications to the services and communities concerned are forwarded by the prefect of the region, who should propose additional local investments if necessary, (3) Departmental investments. In this case, the powers of the regional prefect are limited to information and proposal (inter-departmental breakdown). The Ministries concerned then apportion the funds to the appropriate departments and notify the regional prefect of their decision;
- (b) Investments for physical development are carried out by various organizations, among which should be noted the Fonds d'investissement pour l'aménagement du territoire (FIAT), the central company for physical development ... etc. Physical development also gives rise to specialized investment of an essentially public character;

- (c) Investments by local communities (department -- communes) stem from their resources, State grants, grants for equipment ... etc. Four facts are worth noting:
1. Two-thirds of the public investments are made by these communities;
 2. They are subject to State supervision;
 3. There is a central sinking fund for equipping local communities.
- (d) Special investments of an essentially public character are made in the fields of urbanization (landed credit, national fund for land development and urbanization (funds for low cost housing ... etc.), rural development (in the form of grants, loans, credits, reconversion loans, life annuity ... etc.), industrial decentralization (premiums) ... etc.

In conclusion, we should like to point out the special role of DATAR which (1) studies regional distribution of funds; (2) delegates persons responsible for missions to Ministries to sit on regional arbitration cases concerned with equipment; (3) access to FIAT (whose credits are written into the budget of the Prime Minister) and used essentially for additional schemes or support schemes from one type of activity to another; (4) attends meetings of regional financing organizations.

2.2.7 Conclusions

When the group visited France, the Government was thinking of reforming regional organization. The essential aim of this reform was to strengthen the region. The project aroused country-wide debates and lively discussions which threw up all the problems of regionalization: concept, role of the State, role of public administration, local communities, decentralization, deconcentration, regional, departmental communal autonomy, administrative organization, plan regionalization, physical development, the role of mixed economy companies, their function in relation to the public services, the problem of regional and local resources ... etc.

Because of the topical nature of the programme, the closing stages of the tour proved particularly interesting to the group which was able to study "on the spot" questions raised by regional and local administration and development in a particular country, and compare the solutions for dealing with similar problems by three different countries: Yugoslavia, - a non-State system, decentralized and self-administered - Italy - regionalized and partially decentralized - France - centralized and in process of deconcentration.

CHAPTER III

REGIONALIZED ADMINISTRATION IN AFRICA

3.0 Brief historical account and position of regionalized administration in Africa

3.0.1 Regionalized administration prior to independence

3.0.2 Regionalized administration at independence

3.0.3 Present development and the position of regionalized administration

3.1 Problems and difficulties of regionalized administration.

3.1.1 Introduction to the problem

3.1.2 Need for a reform of regional administration and local government

3.1.3 Difficulties of regionalizing public administrations

3.2 Conclusions

3.0 Brief history and position of regionalized administration in Africa

3.0.1 Regionalized administration prior to independence

With only a few exceptions, the African States as we know them today are, on the whole, the result of administrative divisions established all over Africa by the colonizers of yesterday. These areas were cut up and distributed among them as a result of wars and were very varied in character. Some could be described as national areas, others offered only relative characteristics of unity, whether of history, geography, economy or population. The pre-colonial political, social and economic organizations were of varying types, for a number of reasons: (environment, communication, geographical isolation, religious, ethnic considerations, a homogeneous economic area which constituted a market that had to be safeguarded etc.). On this basis, colonization created four types of systems:

- A. The pre-colonial socio-political organization was preserved wholesale with its local administrations (chieftaincy); these were, however, placed under the sovereignty of the colonizing power;
- B. The central socio-political organization was destroyed and taken over by a central administration, and local administrations (chieftaincies) more or less preserved and placed under trusteeship;
- C. The socio-political organization was completely destroyed and replaced at all levels by a colonial administration (which sometimes preserved local chieftaincy subject to or subordinated to the local colonial administrations);
- D. An administrative government system was created where there was no adequate socio-economic organization.

(These four general systems were very frequently combined but, as described above, they provide a fairly good picture of the socio-economic organization which existed in Africa).

Within these colonial administrative areas, it was necessary to preserve the historical relationships of the de facto community. This meant creating a public administration responsible for:

- ensuring the sovereignty of the colonizing power, as well as the defence and security of the area under consideration,
- organizing the system of production and exchange (currency, customs, trade, and if possible, orienting the "market" etc),
- raising revenue (taxes) etc.,
- equipping this area (towns, communication channels, various forms of infrastructure),

- organizing social systems etc.

At this stage, regionalized administration was set up; its aims (which were combined in varying degrees) were to:

- thin down administrative activities by dividing up the territory on various principles,
- administer the local communities,
- make it possible for the local homogeneous communities which, in varying degrees, were under local autonomy or trusteeship to administer themselves.

At first, regionalized administration was concerned primarily with deconcentrated or decentralized administration, the maintenance of order, the organization of daily relationships, elementary improvements of infrastructure and equipment etc.

Gradually, as time went on, the colonial areas which were administered, organized and equipped (especially infrastructure for export) developed. As such, the technical services were regionalized, and there then appeared the inevitable problem of horizontal and vertical co-ordination; public administration and the administration of the territorial communities (where these existed).

At the same time, the communities that existed within the colonial administrative areas were organized. On the one hand, the relationships of production, under the influence of a certain amount of development became more complex and narrow and, on the other, the production process differentiated or created definite socio-economic groups with more or less contradictory interests; the upshot was that the administrative areas, all without exception, were dislocated in varying degrees, and took on different aspects, each independent of the other:

- sectoral disintegration with the co-existence of a modern or more modern sector (services, export crop zones, industrial zones etc.) and a traditional sector which was not subject to much development (subsistence agricultural zones),
- social dislocation due to sectoral disintegration, rural exodus, urbanization etc.,
- general disparities for a number of reasons.

3.0.2 Regionalized administration at independence

When the African States became independent, they inherited administrative arrangements which had been set up by the colonizing powers. Apart from a few special cases, these arrangements were British or French inspired.

The British system was based on the principle of "indirect rule"; in other words, as soon as the country was taken over, the British colonial authorities approached the local authorities, the traditional chiefs, and governed through them. Later, from 1939, the traditional authorities were replaced by elected bodies who were gradually given greater powers. Consequently when the English-speaking African States attained independence, they had a regional and local administration which was very decentralized, and had facilities for autonomous administration.

The French system was a very centralizing one. From the capital, through the federations, territories, circles and sub-divisions, relations were strictly hierarchical, with a certain amount of deconcentration or delegation of authority. The only existing local decentralized administration was that of the urban communes which were placed under a fairly narrow trusteeship. Finally, chieftaincy in varying aspects according to the territories, constituted a traditional organization to which were entrusted certain functions (taxes, customary law, advice etc.). The French-speaking African States therefore also had a regional administration of a centralized character.

Whatever the nature of the system of regional and local governments when the African governments took the destiny of the new States into their own hands, they were concerned primarily with:

- getting hold of the administrative machinery, in other words, with the instrument of government,
- strengthening and ensuring national unity in fact erecting a superstructure on the existing administrative system; on the set of socio-economic relationships in the national community; on the mystique of independence; on the political struggle which had preceded independence, and on the historical and cultural legacies from the past etc.,
- embarking on the struggle for the nation's future, by organizing nationally inspired, planned socio-economic development.

Because of the numerous difficulties of this period, the problems of regionalization were relegated to a position of secondary importance. This was due to the fact that:

- (a) National cohesion was still fragile and not infrequently threatened by political confrontation; quite often, too, it was buttressed by the disparities that existed within the various regions;

- (b) The lack of qualified staff and resources reduced the possibilities for action
- (c) Objectives were geared towards global development (cf.1.1.) and asserting sovereignty to impress the outside world.

These conditions encouraged the maintenance of the status quo or excessive centralization, in varying degrees, invariably reflected by the centralization of resources.

At this time, too, the following considerations weighed:

- (a) in spite of a few reforms in the shape of internal political activities or a break with the colonial period there was no integrated regional viewpoint,
- (b) the development of traditional institutions. Certain institutions disappeared. Others wilted and a process of integration into wider and more diversified national community systems began.

3.0.3. The present development and position of regionalized administration

The general nature of planned development brought about a change in administration (central, regional, local, or local communities). This change was not always clear and was often obscured by old forms, developing as the administrations had to face new tasks. Unfortunately, too, change was produced pragmatically under the ding-dong stress of immediate necessity. This was so because, generally speaking, economists neglected administrative development problems and few States had technicians who could organize administration to secure the political and economic objectives decided upon by governments. A glance at public administration will show that:

1. In general, it appears to be torn between a centralizing tendency (reinforcement of central services, division of functions with the accent on analytical structures, due to problems and difficulties of organizational planning) and a tendency to regionalization, because of the necessity to regionalize development and secure popular participation;
2. Regional and local government is undergoing serious changes:
 - excessive territorial division,
 - proliferation of local assemblies under the double stimulus of participation and decentralization,
 - proliferation of technical services on the regional and local levels, particularly new services geared towards popular participation.

This has led to structural inflation, a disquieting increase in costs and numbers and, operationally, a complex organization which is unwieldy, difficult to manipulate, and not very efficient.

It would appear that at present, in spite of reforms, the regional and local administrations are not ready to take on regional planning. This is clear from the following extract:

"....experience would appear to prove that in fact, whilst much has been attempted in the way of broadening popular participation in the membership of local authorities through universal elections, or other selective means, increasing the functions and responsibilities of these bodies, and instituting training schemes for local government officials, the response of most local authorities to the challenges put to them have not been so whole-hearted and successful as to enable governments to place complete confidence in their systems of decentralized local administration. Indeed, it is clear to most observers that many governments are questioning the validity and desirability of permitting too much decentralization and are either thinking of or actually reverting to closer supervision and instruction. Apart from the failure of local authorities to effectively act as suppliers of public services, there also seems to have been a lack of ability for them to participate as instruments of development..." : R.J.A. Green, ex-ECA regional adviser on local government, Document E/CN.14/UAP/176 of 12 November 1968).

3.1 Problems and difficulties of regionalized administration

3.1.1 Introduction to the problem. The success of a development policy is not limited to the training of individuals and increasing production etc. It requires the establishment of socio-economic machinery which will ensure progress for all in a general framework of development. This implies five conditions:

- (a) recognizing that the development of a society is not merely a technical task; it is primarily a political one,
- (b) accepting the fact that if universal progress is to be achieved, in a general framework of development, everyone must participate in development activities as a whole; in other words, individual participation should not be purely formal but consciously involved and committed,
- (c) that development should be organized on the basis of guidance and regulation which, in Africa's present circumstances, can be ensured only by the State. It must therefore be organized to meet the needs of social groups. Governments must have an administrative system that can comprehend, analyze, anticipate, inform, communicate, induce, advise and supervise,
- (d) the system should function from the bottom up (and vice versa),

- (e) at the base (since this is the problem with which we are concerned), it should provide administrative support, capable of fitting regional and local potentialities into an integrated organizational framework for development.

The problem is this. Because the development process is bound up with administration, the administrative machinery should be flexible and capable of adjusting to the evolving needs of development; in other words, it should ensure that the economic reflexion of the administrative position is not watertight, since administration has to deal with a rapidly changing world where economic and, therefore, political concerns decide the day.

The problem is not whether to adopt decentralization or deconcentration, or establish local communities or not etc., but to adapt institutions (generally) to the political, social, economic, technical and cultural needs of society. In this way a system of relations and values will be politically determined. But this raises a series of difficulties which must be rationally analyzed and eliminated.

3.1.2 Need for a reform of regional and local government

At present public administration in most countries is geared to overall sectoral activities. As such, it is represented essentially by services with analytical functions and official co-ordination at the top by ministries especially the Ministries of Planning and Finance, in other words by the machinery of government.

Territories are variously divided according to the countries concerned, the different services affecting portions of territories, thus reflecting the analytical structure of the central organs. Horizontal co-ordination is generally inadequate.

Popular participation is ensured by representative organs, duly elected. These are generally without competence and have no resources.

There is an obvious lack of co-ordination and communication at all levels, and a general maladjustment to the needs of regional and local development. Thus very serious difficulties are encountered as soon as it becomes necessary to establish machinery for action and participation.

It is generally agreed that administration must be reformed to secure popular participation etc. but difficulties arise when this has to be expressed in practical administrative terms

1. New ideas (generous in most cases) proliferate, creating a corresponding spate of services and organizations. As is very often the case, there is no regulating machinery to discipline this costly proliferation which is often financed from various sources:
2. Because of institutional drive (especially from the public administrative machinery which regulates social life in the developing countries) pressure is exerted, eliciting political and technical response by way of projects:

activities and decisions which prove ineffective or inadequate. Failure generally stems from ignorance of or disregard for the realities of the economic situation. The invariable result is confusion and every conceivable type of interference with a rational build-up".

3. The nature of an institution, its methods etc. are never simply relative and temporary. We use the term "relative", because its purposes evolve, and "temporary" because its nature changes with technology (there is a dialectical relationship between purpose and technology),
4. A series of difficulties arise when any attempt is made to regionalize an administration (cf. 3.1.3). This is because the need is immediately felt for a methodical implementation of activities by competent organizational services, which many States do not have
5. Finally, a method or set of principles, knowledge or techniques sufficiently developed for regionalized administration and the organization of popular participation, has yet to be devised.

We shall end with a statement by a Cameroon Minister, Mr. Enock Kwayeb, because it provides a perfect illustration of the problems we have tried to set out above:

"... Side by side with traditional institutions which no longer meet the needs of contemporary life, exist institutions (local ones) of metropolitan origin, much too advanced for the African peasants who form the bulk of the population. Thus institutions as well as the actual population are maladjusted". (Statement made to the seminar on organization and methods, Yaoundé, 1966.

3.1.3 Difficulties of regionalizing public administrations

There are tremendous difficulties to be faced in regionalizing administrations. as reforms in Africa have shown. Here we shall merely state the problem and make a few remarks, without analysing it in detail:

1. Every region should have a budget whose income and expenditure should reflect the purposes for which they are intended. In Africa today this is seldom so. The granting of regional authority should also be matched by an equivalent transfer of resources. However, damping down activities is a costly process involving establishment costs and costs arising from the distribution of resources; it also creates demand costs. It is doubtful whether all States have the necessary resources. Regionalization should, therefore, be introduced only when it is necessary for development and even then, in circumstances which will make the proposed regionalization a real investment.

2. Any type of regionalization (deconcentration, decentralization or a combination of both) inevitably implies general administrative reform, from the central services up to local community institutions; otherwise, there would be a series of administrative systems superimposed one upon the other, creating problems of co-ordination and linkage, for which solutions would have to be found. A careful study should therefore be made of regionalization and its possible consequences, in particular;
3. What is involved is an important decision, not technical but essentially political (the circumstances in which certain countries are placed do not make regionalization feasible);
4. Local government bodies have often been guilty of serious errors in management (waste of resources, insufficient technical know-how); that is why it becomes necessary to provide them with assistance and supervision;
5. Participation is a tricky undertaking, and cannot be fully carried out except in countries where the population already has a certain amount of political education:
 - (a) Obviously, outmoded groups participate on the basis of their own of values; this would almost certainly mean courting the danger of "bottlenecks" and running the risk of producing entrenched conservative tendencies;
 - (b) In certain cases, social and political tensions may arise when economic problems are not fully understood and social concerns predominate etc.;
 - (c) Community development may take place rapidly, producing a dichotomy between the de facto and the de jure community.

It is fairly difficult to define a community in the developing world, although every populated area includes within the limits of its legal jurisdiction, an evolving community to which it is difficult to apply fixed standards of definition.

6. It is difficult to co-ordinate complex institutional units and assign definite functions to them, since there is no such thing as an exclusive competence.
7. The last point concerns the importance to be attached to psychological difficulties. How, for instance, can qualified officers be made to serve in places where there are none of the material and intellectual attractions available in large towns?

3.2 Conclusions

Regionalization is a tempting adventure, provided it is regarded as an "organizational" system for dividing a national territory into operational sub-units in which socio-economic mechanisms will generate progress. If this result is to be secured, the problem must be approached with an open mind. Regionalization must be regarded as the point at which political, economic, administrative, social and cultural reflexion meet; as the channel through which political economy and its corollary, the science of administration, can provide practical solutions to the administrative and managerial problems of developing societies.

Thus it appears that the study of systems of regionalized administration adapted to the local situation of each individual country is a high priority task. But if this task is to be successfully carried through - and the difficulties are immense - an attempt must be made to avoid a rigid stand of principle, whether that principle be decentralization, decencentration, participation etc. To fail to do so would be to assign the value of a theory to circumstances or build up a theory on the basis of circumstance.

The present situation has been well set out in a statement made on 2 August 1968 by the President of the Republic of the Niger. At a conference on administrative problems, he had this to say:

"... When the Government was set up, its overriding task was to build up the State, establish institutions and promote development planning. Of all these tasks, clearly the first - building up the State was paramount. And so, we have to take a look at the government machinery or public administration. Too many civil servants have a mistaken notion of authority which they equate with authoritarianism ... that is why there is no dialogue between them and the people they administer"... It is now possible for us to evaluate the initial results of administrative decentralization.

"Perhaps we overshot the mark, disregarding the difficulties which territorial units have to face in the struggle for survival and progress. Perhaps we should tread warily and ensure that this form of decentralization, if not perfectly implemented, does not compromise the efforts to secure national unity..."

CHAPTER IV

RECOMMENDATIONS

4.0 General remarks

4.1 Recommendations

4.1.1 General organization of regional and local development

4.1.2 Administrative organization of regional and local development

4.1.3 Regional and local development and physical development

4.1.4 Organizing participation by economic agents

4.1.5 Financing regional and local development

4.1.6 Popular participation and participation by local communities

4.1.7 Suggestions for the UN and ECA work programme

4.1.8 Suggestions on the organization of study tours

4.2 Summary of regional and local government problems of participating countries, and comments by members of the study group.

4.3 Conclusions on the study tour.

4.0 General remarks

The study group put forward recommendations 1 to 22 under eight headings (cf 4.1).

They are the result of a comparative analysis of comments made in Yugoslavia, Italy, France and of present problems of the African governments. The group endeavoured to go beyond the framework of the participating countries, and embrace the whole range of problems facing Africa as seen through development plans.

These recommendations are meant for governments, the UN and ECA. The group is of the opinion that governments could use them to advantage in implementing plans for regional and local administration, and that the United Nations as well as the Public Administration Section of ECA would find it useful in orienting studies and assistance to African States. In addition, in 4.2 there is a brief analysis (extract from development plans) of problems connected with plan regionalization and regional and local government. This analysis includes special comments by participants.

4.1 Recommendations

4.1.1 General organization of regional and local development

- No. 1 Need to organize regional and local development.
- No. 2 General organization of development plan regionalization.
- No. 3 Integrated regional, local and national development.

4.1.2 Administrative organization of regional and local development

- No. 4 Administrative organization, and methods; and political and economic decisions.
- No. 5 Need for a change in public administration and other institutions.
- No. 6 Reform of regional and local services.
- No. 7 Regional and local programming.
- No. 8 Operational methods and techniques of regional and local services.
- No. 9 Use of State companies and enterprises for regional and local development.
- No. 10 Assistance to regional and local public administrations, to administrations of local communities and other institutions.

4.1.3 Regional and local development and physical development

- No. 11 Regional and local development and physical development

4.1.4 Organizing participation by economic agents

- No. 12 Concerted action by economic agents at the regional and local levels.
- No. 13 Participation of national entrepreneurs in regional and local development.

4.1.5 Financing regional and local development

- No. 14 Financing regional and local development
- No. 15 Removing certain regional and local expenses from the budget.

4.1.6 Popular participation and participation by local communities

16 Decentralization.

17 Popular participation in regional and local development.

18 The role of local communities.

4.1.7 Suggestions on the ECA work programme

19 General orientation of ECA activities on the problem of types and methods of administration for organizing regional and local development.

20 A suggested study programme for the ECA Public Administration Section.

21 A suggested work programme for the ECA Public Administrative Section.

4.1.8 Suggestions on the physical organization of study tours

22 Organizing study tours.

4.1.1 General organization of regional and local development

Recommendations

- No. 1 Need to organize regional and local development
- No. 2 General organization of development plan regionalization
- No. 3 Integrated regional and local development and national development.

Recommendation 1 (Need to organize regional and local development).

The organization of regional and local development should be an integral part of national development. It makes it possible to detect the potentialities of different regions and by integrating them in the national effort, create a dynamic area where each activity produces cumulative and complementary effects. The group therefore believes that plan regionalization is a necessity which will help accelerate African development.

Recommendation 2 (General organization of development plan regionalization)

The group recommends that governments intending to regionalize their development plans or programmes should do so methodically, and carry out the necessary preliminary studies. It draws their attention particularly to the following points:

- (a) Plan regionalization implies the division of the national space into homogeneous socio-economic zones determined on the basis of criteria, to fit in with national conditions. These zones may be at one or several levels.
- (b) Each homogeneous socio-economic zone should have natural conditions and an adequate material base to make integrated development possible.
- (c) Regional and local development inevitably implies establishing, at the level of homogeneous socio-economic zones, economic administrative systems capable of securing the development of the zone, and perfectly integrated with the whole of the national administrative system.

Recommendation 3 (Integrated regional, local and national development)

The group believes that governments regionalizing their development plans should try to determine all the regional potentialities to enable each region to participate fully in the national effort, and eliminate national disparities by appropriate investments. Regional and local development should be set in long-term perspectives of national development; this should be projection and not merely the cumulative effect of regional and national interests. The group therefore recommends that the central organizations should have efficient systems for intra-regional arbitration, to avoid excessive polarization of progress, without compromising national development, though a dead level of egalitarianism.

Here the group was particularly impressed by the formula of classifying activities as national, regional and local through a decision-making centre at various levels, within a framework of concerted action making for complementarity.

4.1.2 Administrative organization of regional and local development

Recommendations

- No.4 Administrative organization and methods, and political and economic decisions.
- No.5 Need for a change in public administration and other institutions.
- No.6 Reform of regional and local services.
- No.7 Regional and local programming.
- No.8 Operational methods and techniques of regional and local services.
- No.9 Use of State companies and enterprises for regional and local development.
- No.10 Assistance to regional and local public administrations, to administrations of local communities and other institutions.

4. Administrative organization and methods, and political and economic decisions

The group concluded that each political or economic option required some organizational form and method of management geared to the ends set by responsible political bodies and public authorities. It therefore directs the attention of governments to the need to examine the administrative consequences of political and economic decisions and the circumstances necessary for making such decisions.

5. Need for a change in public administration and other institutions

After noting the administrative implications of regional and local development organization, the group thought that if the plan regionalization in Africa is to be effective, it should produce a radical change in public administration and the institutions contributing to public developmental activities; it should, in fact, radically transform the central services including the general administrative and territorial services (external services, regional and local) local community administration, socio-economic and socio-professional agencies and organizations etc.

It recommends that such reform be based on a definite methodology which should include:

- the preparation of a blueprint to serve as a guide for reform projects;
- the study of the blueprint and its implementation by services specializing in organization and management;
- its realization in stages, on the basis of priorities and possibilities in each country.

The group draws attention to the grave disadvantages of under-estimating administrative problems when action is being taken to regionalize the blue-print (structural inflation, costs, waste of resources, lack of efficiency etc).

6. (Reform of regional and local services)

The group recommends organizing at the level of the socio-economic homogeneous zones, competent regional and local government with the necessary resources and powers to organize regional and local development in co-ordination with the national development plan. In such an administration there should be:

- A fair degree of deconcentration of powers and full responsibility for the implementation of the regional and local development plan; this implies that the resources commensurate with its powers should be transferred to it;
- Regional and local services should be fully co-ordinated by an authority vested with the full powers of government;
- The sphere of action of regional and local services should coincide with the limits of the socio-economic homogeneous zones;
- The regional and local services should be radically changed and adapted to regional and local activities, without necessarily reflecting the analytical structures of the central services. However, they should have all round functions in conformity with the practical realities of the regional and local problems.

7. (Regional and local programming)

The group drew attention to the need to establish at the level of the homogeneous socio-economic zones, machinery for programming and statistical information. The object would be to prepare regional plans and programmes in conjunction with the central services, the central planning body, the administrative, technical, economic, social, regional and local services as well as with the various agencies, the local communities and private entrepreneurs. After noting various solutions in the course of its tour, (economic institutes, local planning offices, regional missions etc.), the group suggests that realistic formulas or solutions which could be adapted to African problems should be sought as a matter of urgency.

8. (Operational methods and techniques for operating regional and local services)

The group recommended that there should be a general modernization of operational methods and techniques of regional and local services on the following lines:

- preparation of an operational plan programmed for each service;
- the use of the budget as an instrument for programming through budget control
- use of modern methods and techniques of programming and programme supervision.

9. (Use of State companies and enterprises for regional and local development)

The group noted that State companies and enterprises could provide effective operational means for carrying out and accelerating regional and local development, provided they were integrated into an overall plan, co-ordinated with regional and local administrative activities, as well as with local community administrations. The group drew special attention to the following points:

- (a) state companies and enterprises were generally powerful organizations which tended, in certain cases, to assert their autonomy vis-a-vis regional and local authorities; this happened because very often the functional economic space in which such organizations were established, went beyond the jurisdiction of the regional and local services. It was therefore necessary to integrate the activities of these organizations closely with national, regional and local development plans, and institute definite, binding co-operative arrangements between State companies and enterprises, technical ministries, the central planning organization, and regional and local authorities, so that all activities might be programmed and made complementary;
- (b) very often State companies and enterprises are established to carry out tasks which the conventional administrations seem unable to implement. Actually, such organizations were usually a means of securing a different administration of public resources, and were not political organizations. The group wishes to emphasize the disadvantage in their excessive proliferation (dispersion of resources, structural costs, administrative complexity) and the need to explore every possibility of adapting the existing administrative organizations before setting them up;
- (c) finally, the group thinks it necessary to secure considerable improvement in the management of these organizations to improve their economic profitability and make them better able to perform regional and local tasks.

10. Assistance to regional and local public administrations to administrations of local communities and other institutions

The group noted the compelling need to give permanent or temporary assistance to regional and local organs, especially in the following context:

- for carrying out specialized studies;
- administrative and technical assistance in certain fields (organization of management, information, treatment of new phenomena etc.);
- various forms of assistance, especially in respect of rapidly increasing urbanization zones;
- major development schemes;
- the rapid popularization of results of scientific and technical research which are thought to be transferable.

The group suggests that the provision of rational assistance to regional and local organizations should be looked into, as it satisfies three basic needs:

- It improves the efficiency of these services;
- It eases the burden of resources allocated to them (seasonal risks of unemployment) and gives them an all round character which is necessary;
- It leads to a better use of national resources, and ensures full-time programmed employment.

4.1.3 Regional and local development and physical development

Recommendations

No.11 Regional and local development and physical development

Recommendation 11 (Regional and local development and physical development

The group regards the preliminary preparation of a physical development plan as a necessary prerequisite to any type of plan regionalization; it believes that the physical development plan should be the guide to all regional and local activities, to enable them to be fitted into long-term development plans. The group also thinks it would be idle to envisage regional and local activities without providing the necessary structures such as collective equipment and the requisite environmental conditions. It therefore recommends that in their conceptual and organizational planning, governments should include plan regionalization and physical development.

4.1.4 Organizing participation by economic agents

Recommendations

No. 12 Concerted action by economic agents at the regional and local level.

No. 13 Participation of national entrepreneurs in regional and local development.

Recommendation 12 (Concerted action by economic agents at the regional and local level)

The group observed that concerted action by various economic and political agents groupings, communities, associations etc., was likely to promote regional and local development. It tended to lead to a better appreciation of practical problems and to fit them more appropriately into the national context. The group therefore recommends that governments should examine the possibility of organizing such concerted action, by creating advisory bodies which would be integrated within the regional and local programming system.

Recommendation 13 (Participation of national entrepreneurs in regional and local development)

The group thought that in addition to official incentives to induce the private sector to participate in regional and local development, special measures should be taken to promote the activity of national entrepreneurs, to ensure the establishment of local dynamic enterprises at the regional levels, and their integration into the regional and local economy. These enterprises would provide a permanent, solid, material base which would be "the handmaid" of development. The establishment and success of such enterprises would require assistance (study of markets, credit organizations, management, markets, technical information etc.). The group, after examining the achievements made in this direction in the countries visited, (economic chambers, consortia, chambers of commerce, development companies), recommends that African governments should try to secure similar solutions adapted to the conditions and resources of each country.

4.1.5 Financing regional and local development

Recommendations

No. 14 Financing regional local development.

No. 15 Removing certain regional and local expenditure for the budget.

Recommendation 14 (Financing regional and local development)

The group was very much interested in the various solutions used to finance regional and local development, and recommends that African governments should, within the local context, study and try to find new solutions for financing. It draws special attention to the following points:

- (a) the need to stimulate and orient private investment in order to promote regional and local development, especially through administrative, economic, social and fiscal measures;
- (b) the need to evaluate the effect of private investment on regional and local development and orient it appropriately;
- (c) the advantage in providing national development funds to speed up development in backward areas on the understanding that there will be strict supervision of the use of these funds, from the standpoint of expediency and profitability;
- (d) the possible advantage in working out regional and local formulas for saving savings and investments (particularly regional and credit institutions);

Recommendation 15 (Removing certain regional and local expenses from the budget).

After studying problems of regional disparities, particularly as regards resources and needs, the group suggests that African governments should, in accordance with special problems and circumstances, examine the possibility or expediency of removing certain activities from the national budget and transferring the financial allocation to regional and local bodies.

4.1.6 Popular participation and the participation of local bodies

Recommendations

No.16 Decentralization.

No.17 Popular participation in regional and local development.

No.18 The role of local communities.

Recommendation 16 (Decentralization)

Having regard to the special problems of the countries represented, the group would like to draw attention to the advantages of decentralization. It believes that regional and local development which is an integral part of national development, is the business of the State; for development should be undertaken from the standpoint of investment prospects, and these can only be appreciated at the global level, against the background of the economic space or national territory. The group is also of the opinion that decentralization, in present circumstances, fragments power, breaks up State unity, and is very costly in that it leads to a dispersal of qualified staff and resources and necessitates the organization of complex systems for concerted action and co-ordination. On the other hand, it recommends the introduction at all levels

of regional and local government, of a very large degree of deconcentration powers; if this is to be real, it should be matched by the provision of resources commensurate with the powers delegated and, if it is to be successful, it should be provided with a modern system of supervision which will not prove to be a deadweight.

Recommendation 17 (Popular participation in regional and local development)

The group recognizes popular participation as the basic necessary condition for development. It sees such participation as the privileged method for organizing regional and local development. It therefore recommends that governments should take action to get territorial administrations to provide such participation, and through it, exert an influence on all the activities involved. Nevertheless, the group considers popular participation a delicate undertaking, with factors that vary from country to country and region to region. If it is not to lead to general disputes, it should be organized. It is therefore necessary in the first place, to set up a reciprocal information medium between the people and the public services. Thus, the public services will be made alive to the real problems, and the people will be progressively educated economically, and made capable of participating in the activities of the State with a full sense of awareness and commitment, not depending exclusively on the State for assistance, welfare and services.

If this condition is to be made real, a basic unit must be set up at the regional and local administrative levels, to secure this two-way communication. Even when confined to local communities, public administration should refrain from pitting its hierarchical machinery against the whole field of human activities. The group believes that this calls for studies and research adapted to each country to secure conscious popular commitment, through organization and appropriate methods.

Recommendation 18 (The role of local communities)

The group considers that the role of local communities should be thought out afresh. In the first place, it is admittedly only through local communities that the very necessary popular participation in development can be secured, and in the second place, it is only through popular participation that regional and local possibilities can produce full results. But autonomy and community interest must necessarily be subordinated to the nation as a whole and to the State. Besides every local community is not in a position to provide the necessary support for development. That is why it often becomes necessary, in the interest of progress which is a complex continuing phenomenon, for change or evolution in social economic and political relations within the community to be secured through and external agency.

To conclude, when we consider the problem of the proportion of autonomy or self-government to be granted local communities (in other words, decentralization) other elements should be included in the reckoning:

- (a) the nature of the local communities evolves very quickly (rural exodus, urbanization, modification of mode of living etc.);
- (b) the techniques necessary for administration and production evolve rapidly, and tend to become more complex. Not every community is capable of using them under a system of self-government;
- (c) the specific conditions of local communities in a nation are very different and if a system of autonomy is applied too soon, it might tend to maintain or even accentuate them;
- (d) autonomy should be combined with responsibility and the necessary available resources, which is seldom the case.

The group therefore thinks that the role to be assigned to local communities is a function of various conditions, and cannot be defined for Africa as a whole; on the contrary, the problem is a very important one which requires careful study by individual countries. It may be stated as the problem of determining political administrative organization can dovetail with efficient decision-making and socio-economic administration.

4.1.7 Suggestions on the work programme of the United Nations and ECA

Recommendations

- No.19 General orientation of the activity of the United Nations and ECA on the problem of forms and methods of administration required for organizing regional and local development.
- No.20 A suggested study programme for the ECA Public Administration section.
- No.21 A suggested work programme for the ECA Public Administration section.

Recommendation 19 (General orientation of the activity of the United Nations and ECA on the problem of forms and methods of administration required for organizing regional and local development)

Because plan regionalization is becoming general in Africa, making the adaptation of regional and local administration to new tasks (especially the efficient organization of regional and local development) a basic condition for the success of development, the group invites the United Nations and ECA Public Administration section to increase their activities in this field.

It stresses the fact that in future problems of regional and local government should not be studied exclusively from the standpoint of decentralization of what is called the local government system, as this produces solutions unsuitable for many African countries. What is required is a more general analysis for adapting State services to regional and local development.

Recommendation 20 (A suggested study programme for the ECA Public Administration Section)

The group recommends that the ECA Public Administration Section should intensify its theoretical and comparative studies on problems of public administration, and give these studies a more operational form.

It suggests that the possibility of issuing a periodical should be looked into. This should contain, in the main, an analysis of studies and publications, reforms in progress or already applied in various African States etc.

The group suggests that the Public Administration Section should undertake the study of various problems mentioned in its recommendations giving priority to the following:

- (a) the study of administrative problems in homogeneous socio-economic zones with a view to plan regionalization (deconcentration of central powers);
- (b) studying forms and methods which will make it possible, as part of deconcentration, to secure popular participation;
- (c) the study of administrative systems (organization - procedure) for regional and local planning;
- (d) the study of modern methods and techniques of management and supervision applied to plan regionalization;
- (e) the study of budgetary methods and techniques applicable to the management and supervision of operations of regional and local services;
- (f) the study of forms and methods of physical development;
- (g) the study of methods of concerted action by regional economic agents;
- (h) the organization of statistical services for development;
- (i) the study of forms and methods of regional and local financing;
- (j) the study of the forms and methods of administrative utilization of local communities;
- (k) the study of the forms and methods of assistance in the matter of planned organization and management as applied to:
 - State companies and enterprises,
 - national enterprises,
 - local communities,
 - communes with a view to securing rapid urbanization.

- (l) the organization of the all round use of the resources of the public sector at the regional and local level;
- (m) the study of forms and methods of using State companies and enterprises for regional and local development;
- (n) the study of forms and methods of extension work or popularization of results of scientific and technical research;
- (o) methodology for the preparation of blueprints for administrative reform in connexion with plan regionalization.

In addition, the Public Administration Section should, as part of ECA's preoccupations, undertake a systematic study of the problem of accounting methods practised by African public administrative organizations to promote reclassification. Since the budget system (manipulation of budgetary procedures for budget management, programming and control, analysis, evaluation etc.) is a privileged instrument in the management of public administrations - especially regional and local services as part of plan regionalization - the Public Administration Section should work out these techniques.

Recommendation 21 (A suggested work programme for the ECA Public Administration

The group suggests that the ECA Public Administration Section should:

1. extend its activities in the field of Organization and Methods (O and M) to permit governments to organize their territorial administration for more efficient regionalization of development plans (the establishment of organization services, training of African organizers, assistance).
2. organize study tours on systems of regional and local administration, including visits to African countries which have worked out economic and administrative systems for planned regionalization;
3. organize systematic exchange of experience in regional and local administration between English and French-speaking countries;
4. organize a seminar on the administrative organization of plan regionalization.

4.1.8 Suggestions on the material organization of study tours

Recommendation

No.22 Organization of study tours.

Recommendation 22 (Organization of study tours)

The group recommends that study tours should be organized as follows:

1. detailed documents on the countries to be visited and the problems to be studied should be sent to each participant;
2. before visits begin, there should be a meeting of members of the group to make a preliminary study of problems and programmes;
3. between each visit to a country, there should be an integrated meeting to:
 - (a) make an up-to-date assessment of observations;
 - (b) undertake a comparative study;
4. at the end of study, there should be a final integrated meeting. In addition, the group recommends that a sufficient time limit calculated on the basis of the problems to be studied should be allowed for study tours.

4.2 Summary of regional and local government problems of participating countries, and comments of the study group (apart from those already made in the recommendations)

4.2.1 Algeria recently carried out two reforms in territorial administration: a communal reform (ordinance 67-24 of 18 January 1967) and a regional reform (still in progress):

- (a) The purpose of the new communal agency is to make the commune the country's basic unit. As such, the commune is a State-integrated unit under an obligation to serve the State and also a decentralized unit responsible for administering the local community and taking direct action for development - its proper sphere. With a deliberative and executive assembly, it is subject to the supervision of the prefecture as stipulated.
- (b) The regional reform envisaged is to change the arrondissements into wilayates with an assembly and an executive. The prefect (or Wali) will be the Government's sole representative, and will be assisted by a staff made up of representatives of regional services who will, to some extent, be reclassified.

Mr. Bouayed Mourad, Head of the Administrative Reform Department in the Ministry of the Interior, thinks that the study tour was certainly interesting, in that it provided an opportunity to compare notes.

4.2.2 Burundi is now in the first stage of planned development, and its first plan as an overall approach to economic and social development. In this phase, because of limited information in technical, financial and social matters, the Government does not think it can embark on regionalization in depth. However, because it is convinced that the success of planned development depends on the extent to which the administrative machinery secures the implementation of programmes and projects, it has decided to prepare its administrative plans accordingly.

Mr. Ferdinand Nkurikiye, Director of the Cabinet of the Ministry of the Interior, thought that the study tour had fully achieved its objectives of enabling participants to study solutions applied in different circumstances to the administrative organization of regional and local development.

4.2.3 Congo (Brazzaville) has planned regionalized development as part of physical development on the following principles:

- the law of growth demands that regionalization should start with certain pivots and spread outwards; the country must therefore be provided with pivots of development equipped and linked together by a solid country-wide communication network;
- on the basis of these pivots, global, integrated development schemes will be implemented in the framework of homogeneous development zones;
- the system necessitates regional and administrative deconcentration, and a rigorous horizontal co-ordination of regional and local services.

Mr. J.P. Brazza Nganga underscored the great interest his country placed in study tours, since they made it possible to give theoretical support to activities and to compare points of view and experience. He drew particular attention to the problems of financing regional and local development, particularly in the following respects:

- regionalization of regional and local financing;
- stimulation of private investment and selection of investments as a function of national interests.

4.2.4 After the trials of recent years, the Democratic Republic of Congo was making a great effort to reorganize administration and activate the economy. Analysis of official documents showed that the Government regarded planned development as an absolute necessity provided it were undertaken on the basis of thorough-going regional studies. The Government thought planning at the national level should synthesize and harmonize regional plans rather than

impose a preconceived pattern. The size and variety of the country's natural features explain this point of view, and its principles can be analysed as follows:

- economic programming should be decentralized because the regional powers are in a better position to appreciate the existing situation and know what local resources are available; but decentralized economic programming should be centred upon definite priorities at the central level in a national integrated framework;
- administratively, it would be advisable to deconcentrate public administration at the level of the action zones or economic regions; apart from delegating wide powers to regional authorities, they should be provided with machinery for the horizontal co-ordination of regional services and regional planning organizations.

The participant of the Democratic Republic of the Congo, Mr. Guizani-Lema Faustin, Head of the Study Section of the Ministry of National Economy and Industry thought:

1. The analysis of institutional forms and methods in use in Yugoslavia, Italy and France was likely to help African countries organize regional development and popular participation in development; he believed popular participation could be secured by getting political and economic representatives to serve on the executing agencies of regional programmes;
2. He singled out the following organizations:

Yugoslavia

- the Institute for funds for developing the poorer regions;
- the system of institutes (planning, urbanization, physical development)
- representation of producers on various assemblies;
- economic chambers;
- the organization of the Danube-Tiesia-Danube enterprise;
- the social accounts department responsible for controlling or supervising the use of funds provided.

Italy

- the centre for regional programming and the office of the cassa per il mezzogiorno;
- the consortium system;
- the institution of committees of homogeneous zones responsible to the programming centre.

France

- the system of development companies.

4.2.5 In 1968 the Ivory Coast started to regionalize its development plan. Decree 67-304 of 10 July 1967 which instituted the (Loi-Plan) or Frame Plan for economic, social and cultural development provided for:

- the preparation of a regional development programme on a country basis;
- the appointment of a regional representative for planning on a departmental basis; the civil servant made available to the prefect would be responsible for co-ordinating development activities and providing the secretariat of a regional development commission.

In addition, a number of services were partially deconcentrated and reclassified as departmental directorates.

The representative of the Republic of the Ivory Coast, Mr. Ousmane Diara, responsible for plan regionalization in the Office of the Ministry of Planning, was particularly interested in his country's experiments for implementing the 67-303.

4.2.6 Dahomey is particularly interested in the organization of its territorial administration, as it has to tackle the following regionalization problems:

- regional disparities;
- excessive administrative and economic concentration on the capital;
- inadequate administration of the interior; this produces unfortunate effects on production;

The Government of Dahomey is examining possible solutions, and seems to have adopted the following principles:

- reinforcement of the territorial administration by a large degree of deconcentration of public administration (an official document states that no political decentralization is envisaged;
- economic and social decentralization to make it possible for various communities to:
 - (a) take charge of the services from which they benefit;
 - (b) participate directly in activities from which they are likely to benefit.

This system which calls for administrative reform would mean establishing regional centres to secure national equilibrium and, more than this, would greatly reduce public spending.

Blaise Amenaglo, (Deputy Director of Human Resources responsible for regional planning, Ministry of Prospective and Planning) was particularly interested in the possibilities of implementing various experiments observed.

4.2.7 Gabon, because of its surrounding circumstances, is interested in regional administrative and economic problems. After a careful examination of the situation by seven regional commissions, the problem has been officially summed up as follows: administrative organization and popular participation determine the success or failure of planned development. Efficient regional administration, adapted to planned development is seen, in such circumstances, as a necessity. Regional administration must, therefore, be reformed as a matter of urgency and be immediately followed by a reform of the central administration. Four principles based on administrative deconcentration were adopted:

- establishment of large administrative regions for programme implementation
- granting wide powers to regional chiefs;
- setting up regional administrations appropriately staffed and organized;
- improving administrative activities by widening the powers of sub-prefects.

Mr. Faustin N'Togolo, Head of the Studies Department at the Planning Commissariat, approved the recommendations of the study group, and made his own observations:

"One might be tempted to study the operation of administration in Gabon from the standpoint of organization, working methods, document routing, output etc."

And on the basis of the shortcomings noted, naive "proposals of reform might be suggested, to increase the efficiency of the public services".

Actually, in Gabon as elsewhere, weaknesses in organization are symptoms of an internal disease. Already, the examination of the administrative structures and their communication network has revealed some of the fundamental causes.

No administration functions in a vacuum. It reflects to a large extent a political context with which only long-term action can cope. This limits the possibilities of reform and calls for a compromise between the ideal and the possible.

Since the institutional arrangements of the old-established countries have been transferred all too hastily to newly independent States, possible changes in structure are likely to be superficial if sufficient study is not made of the socio-cultural context.

Besides, up to a point, organizations invariably reflect the quality of the men who man them. There is therefore no point in producing decrees, writs, regulations and institutional reform, if the men who are behind them have not been trained to assimilate or accept the desired changes.

There is a tendency for administrative officials to suppose that regulations are of intrinsic value and that a structure which has proved successful elsewhere will ipso facto produce excellent results if adopted wholesale. This attitude cheapens the human factor which, as it happens, conditions the rest.

The need therefore is for research into the real problems which are not necessarily those that meet the eye.

It is because these real problems have been misunderstood that administrative reforms which are unexceptionable in principle often remain a dead letter. Here short-term research, however costly, is a good investment. It is better to admit that reforms, however expedient, will have no chance of success unless measures, less spectacular perhaps, but more far-reaching, create the favourable psychological climate for introducing change.

Structural administrative reform (as we would like to put it) can hardly be effected overnight, because of its many ramifications.

A thorough overhaul of the State structures has no chance of success unless it is matched by three conditions at least:

- (a) A definite determination on the part of the administering authority to see the development plan through. It is not enough to sign regulations (laws, ordinances, decrees and writs) establishing new structures in a legal sense. These measures must be accepted by the people and the communities concerned, and their application should be a matter of constant interest to the officials directly involved in the success of the operation.

A Ministry might be made responsible for checking on the status of organizational arrangements, and it is only natural that this should be the responsibility of a State Ministry specially appointed for the task or of the Secretary-General of the Government, because of his role as co-ordinator. There should be a close link with the planning commissariat which is the organization par excellence for dealing with possible priorities. Participation by the Planning Commissariat means that the Minister supervising organization would also keep a close watch on the application of reforms, especially in matters economic and social.

- (b) Activities in connexion with provincial organization.

Activities in connexion with provincial organization have the advantage of being easier to handle than structural reform, because of administrative centralization.

In any case, it would be an advantage to consider reforming the territorial structures which do not appear to be geared to country's development.

If we single out the "regions" for special consideration, we shall find that their division (into 9 prefectures), if not justified on geographical grounds, when communications were slow and difficult, can now be looked at from a completely different standpoint (low population density or difficulty in filling posts of prefects). Now that the regions are linked by a very dense aerial network, some thought might be given to reducing them.

There might be a new division (into four provinces, for instance) which would promote reforms such as the following:

- granting more extensive powers to prefects, for the co-ordination of economic activities;
 - setting up, at the provincial level, a well developed administrative grade with an administrative adviser and a specialist in development problems;
 - bringing the territorial organization of technical services (health, rural development, etc) into line with general administration etc; these reforms may well serve as determinants of developmental activities basic to the future prosperity of Gabon.
- (c) A realistic attitude defining objectives and determining priorities.

The governmental structure as defined must therefore be regarded as something in the nature of an ideal to be secured by stages in a difficult climb, steeper at some points than others. The main thing is to keep the final goal steadily in sight, and make a wise selection of intermediary objectives, from the standpoint of priority and comparative ease of solution.

4.2.8 Upper Volta. The Government has undertaken a vast regional and local development programme through the regional development offices. These offices, assisted by the central services for certain specific tasks, organize integrated development. The essential problems facing the Government of the Upper Volta are not only the efficient administration of these offices (and public enterprises), but also the co-ordination of various administrative bodies. This implies the need for general action to adapt the administration to the form of activity selected.

Mr. Benoit Ouedraogo of the Planning Office, thought the lessons learnt from the study tour were very instructive and helpful.

4.2.9 When Morocco realized that failure to reckon with regional data and constraints, it set about regionalizing its economy and public administration on the following principles:

- the national plan should not be an aggregate of regional programmes, but a synthesis of them;

- plan regionalization was a necessity, because by facing up to the possibilities of growth in individual provinces, it contributed to popular participation in development and energized the whole range of national development;
- plan regionalization implies a "regionalized" administration through appropriate methods of deconcentration.

Mr. B. Maghrabi, an engineer in the Planning Ministry, stated that although the very large amount of decentralization of authority was not without disadvantages, a certain measure of it over and above what was approved at the provincial level could be contemplated. The essential problem of administrative was to organize co-ordination efficiently and make it absolutely independent of regionalization "human relationships". He also thought the study tour had fully achieved its purpose and had had rewarding results.

4.2.10 Senegal had for some years now practised administrative deconcentration on a large scale, methodically regionalizing its development plan and systematically organizing popular participation. For that purpose, it instituted an administrative system to give a fillip to administrative and economic regionalization. But the system was not without problems of co-ordination.

Mr. Moustapha Sar, Director of Physical Development, was particularly interested in the various solutions examined and emphasized, among other things, the need to regard plan regionalization as part of physical development.

4.3 Conclusions on the study tour

In spite of the limited time available, the selection of Yugoslavia, Italy and France as the countries to be visited, provided opportunities for examining different solutions, each interesting in its own way:

Yugoslavia A multinational federal State opting for less State interference and general decentralization; with activities based on the organization of socio-political communities (communes) and socio-economic communities (labour organizations) combined with a large degree of popular participation.

Italy A unitary centralized State with the commune as something of an entity and economic and social conditions encouraging regionalization (a certain measure of regional autonomy) with advanced experiments in regional economic programming.

France A unitary centralized and centralizing State which has carried out experiments in organization for practical action, and has adapted such action to development problems and regional and local development.

At no time in the course of the study tour was there any question of discussing the possibility of a wholesale transference of these experiments to Africa; with African problems and the special circumstances of the African continent in mind the aim was to determine to what extent African governments might usefully draw inspiration from such experiments.

The group thinks that the study tour has fulfilled its aims. Two special points were noted. The tour afforded an opportunity:

1. to appreciate the general feasibility of regional and local development, provided there was suitable economic and administrative machinery and organization for dealing with the problems involved;
2. to set the problem of regional and local administration in a new context of development organization and move away from purely administrative management.

CHAPTER V

COMPARATIVE ANALYSIS :

STUDY TOUR BY ENGLISH-SPEAKING AFRICANS (1963)
AND FRENCH-SPEAKING AFRICANS (1968)

5.0. Analysis of points of difference and agreement between the English (1963) and French (1968) speaking study groups.

5.1. Comments on how the programme has developed since 1962.

5.0. Analysis of points of agreement and disagreement among the English-speaking (1963) and French-speaking (1968) groups

The study group on local government organized in 1963 for senior English-speaking civil servants put forward twenty-five recommendations (cf. annex VII).

The following are worth noting:

1. Points of disagreement

(a) Difference of concept

The English-speaking group opted for decentralization with autonomy, whereas the French-speaking group favoured a great degree of deconcentration.

(b) A different slant to recommendations

The English-speaking group got down to problems of regional and local development organization, and stressed the training of staff for local administration. On the contrary, the French-speaking group stressed regional and local development organization, but did not tackle problems of training (for a better appreciation of differences of view point, it is worth noting that the tour of the English-speaking group took place from 2 November to 6 December 1963, when plan regionalization had hardly begun, whereas the French-speaking group conducted its tour from 1 to 15 December 1968, when the problem had already become fashionable).

2. Points of agreement

(a) Popular participation

Both groups held identical views on this subject. Such participation was absolutely necessary, but they had a lot of questions to ask about methods, which had not been completely worked out in 1968, any more than in 1963.

(b) They believe that, as far as development is concerned, local requirements should be subordinated to national priorities.

(c) Various other points: the conclusions are similar or else the differences are so slight as to be almost negligible; local government should be thought of as an effective instrument for economic and social progress. The removal of certain expenditure from the budget is possible and desirable at the regional level. It is necessary to organize a system of financing and regional and local credit to improve accounting methods and supervision techniques etc.

5.1. Comments on the way the problem has developed since 1962

When the second Conference on urgent administrative problems was held at Addis Ababa in November 1968, Mr. J.A. Green, a former regional adviser of ECA in local administration made the point about the way in which the problem of local administration in Africa had developed since 1962.

The information following is taken from document E/CN.14/UAP/176 which he wrote then:

"...There is an additional emphasis apparent to-day, however, which was barely touched upon by the 1962 Conference. This has to do with the role which local government should play, even if it so far has not done so, in national development. The very nature of many national development schemes, particularly in rural areas, calls for local leadership, as well as participation. The local authorities should be the medium through which such "grass roots" development is initiated and implemented. However, as already mentioned, many governments are reluctant, because of their poor performances and lack of technical ability, to embroil local authorities in a meaningful way in the administrative machinery for development. This is, however, a matter of such vital importance that ways and means should be found of integrating national development into the functioning of local government. The question is, "How and by what means can this be done?"

Present tendencies

....

Most African governments have accepted that the fundamental changes in the functions of post-independent governments ... bring about the need to re-orient inherited central administrative structures and procedures so as to enable them to meet the requirements of a dynamic era geared to development ... But not many of these governments have been able, because of pressures to tackle other high priority problems, to take a long hard look at their inherited local government systems and institute really wide-ranging restructuring of the whole system, so that it conforms to the requirements of the post-independence era. There is no doubt that in a number of countries, despite all other preoccupations, many adjustments to the inherited systems have been made, more in fact in the countries which had inherited the British concept of local government than have proved necessary in those countries with a French background, whose system is better suited to the realities of Africa ...

Identified needs

"... If the reported frustrations which exist within the local government systems of a number of African countries are correct, the level of efficiency is inadequate to enable them to carry out their allotted tasks, or they are not the vital force for advancement that they should be, then indeed it is still necessary to search for a system which will combine the traditional, ethnic and administratively possible means of the countries into a system which will suit each country's local circumstances ..."

This, it would seem, is a task of urgent priority ..."

In the same document also, Mr. Green analyzed the reasons why systems of local government have not succeeded in meeting the needs of governments and populations:

" ...

- (a) lack of experience on the part of councillors and in particular their failure to understand the division of responsibility between the policy-making body and its executive staff;
- (b) severe shortage of trained staff at both senior and intermediate levels;
- (c) failure amongst the populace to develop a sense of civic responsibility for the payment of taxes;
- (d) lack of adequate finances and gradual financial weakening of local authorities;
- (e) unwillingness on the part of central governments to accord to the Ministry responsible for local government the status and prestige needed ...;
- (f) failure on the part of many central political authorities to spell out the exact role of local government in the economic and social development of the countries;
- (g) the maintenance of "parallel" or "dual" systems of administration often represented by, on the one side, central government officials

What this situation can mean, is that not only do the local population become dissatisfied with the performance of their local authorities and offer them little or no support, but there result misunderstandings between local authorities and central government Ministries. Not only does this inhibit the proper functioning of the central government system, but such a situation also can, and has meant wasting of scarce manpower and fiscal resources, and lack of co-ordinated programmes ..."

In November 1966 the report of group 2 organized by CAFRAD (Centre africain de formation et recherche) recommended the following measures for a system of public administration (extract from document E/CN.14/UAP/176)."

- (a) The central government must maintain stability and political unity: without these two important requirements, no proper growth in either the social or economic fields can be sustained.
- (b) The government must concentrate its efforts on fostering nationhood and unity by eradicating tendencies towards tribal, ethnic or religious groupings; it should also take action to stimulate the interest of the people towards helping to solve the problems of their own localities by concerted efforts.
- (c) The participation of the people in the running of their own local affairs and helping to formulate and implement the National Development Plan is a basic factor without which no country can hope to develop; however, this participation must fit into the existing stage of national development in so far as political unity, social stability and economic growth are concerned; dissipation of the central power to lower levels of government, must never have a divisive effect upon the political and governmental structure.
- (d) Any system of devolution of powers from the centre to partially autonomous bodies infers that the country has progressed to the point where both the social and economic advancement of the people has reached a stage which guarantees their ability to effectively take charge of their own local affairs and accept the responsibilities which automatically go with the assumption of powers; this stage of development then appears to be a pre-condition necessary prior to any devolution of powers to local administration units.
- (e) Devolution also assumes that no wastage of national resources will result from this transfer of powers and resource from the centre to the periphery and this requires that there are available to the local units a sufficiency of qualified and experienced staff to ensure efficient administration of the functions allocated.

- (f) A gradual process of the decentralization of powers to bodies at the local level upon which the people are represented appears to be the only method whereby the State can preserve stability and ensure economic advancement; such stages can be many or few in number depending upon the particular circumstances of a country, but the process must be national in character, suited to the temperament and cultural and historical backgrounds of the people, as well as suited to its African setting.

The main point about this approach is that effective changes need not be haphazard, piece-meal and ineffectual, but they must be carefully conceived and planned and have the whole-hearted and continuous support of the political authorities. Above all, structural reorganization, including political and organizational changes, must be related to programmes in the staffing, training and financial fields. Even though the recommendations made at the 1962 Conference have been followed in a number of countries, work still requires to be undertaken in these major fields..." 1/

(cf. in addition in annex VIII recommendations 17 - 18 - 19 - 20 - 21 - 22 on local government, formulated at the 112nd Conference on urgent administrative problems of African Governments, November 1968).

1/ Seminar on administrative problems of regional and local development
CAFRAD, November 1966, report of working group 2.

CHAPTER VI

PLAN FOR MAKING USE OF STUDY TOURS - SUGGESTIONS

6.0. Need to rethink problems of regional and local government.

6.1. Suggestions.

6.0. Need to rethink problems of regional and local government

From 1962, African Governments, the United Nations, bilateral aid organizations and various bodies have examined under different aspects the problem of regional and local government for development. There have been interesting conclusions, various stands have been taken, there have been alternative choices and disputes: the need for decentralization, the disadvantages of decentralization alternating with deconcentration, procedures for taking these two types of action, the role and capacity of local communities, the need, expediency and conditions for popular participation, popular mobilization, the participation of community development, etc.

In 1968, this problem took another dimension. The experience gained, as well as scientific and technical progress made it possible and indeed necessitated a more definite approach to economics. In particular a geographical approach which, having regard to the stimulus given by the State in the field of territorial economy was reflected in planned regionalization. This method which had become a need of development, has pinpointed two fundamental aspects of development, which so far had not been examined:

1. One of the key conditions for national development is to integrate all the factors related to men and their groups, into one organization with the same preoccupation. Regional and local development is therefore the necessary lines on which national development must run;
2. In the circumstances, which exist in Africa, the effectiveness of socio-political, economic systems, that is to say, the vitality of development, will depend on the "organizing" system, in other words, on the State and its public administrative instrument (instrument for public administration). And this will provide a justification for action on the economy and consequently on human lives and on socio-political economic systems.

Consequently, it appears since it is admitted that regional and local development are the lines along which national development must run, that the efficiency of regional and local administrative systems (whether they are services external to the central authority, deconcentrated authorities or autonomous or self-administered administration of local communities) constitute a fundamental problem.

We shall notice that:

1. These institutions have generally failed, both in administration as in development;
2. That they are very often unsuitable systems, as Mr. N. Gage Walls has actually said in a document entitled "Immediate Problems of local Government in Africa", local government or decentralized administration did not arise in Africa from a popular demand, but in many territories from the steps introduced by way of colonial policy.

3. The systems inherited from the colonial powers have a tendency to resemble one another: a greater degree of supervision (tutelle) in systems which owe their origin to British colonization, deconcentration and the establishment of regional and local assemblies in systems stemming from French colonization.
4. The various theories on the subjects, all more or less fragmentary; have not yet made it possible to define administrative and economic techniques which make it possible to satisfy a fundamental need of development, namely, creating operational economic sub-spaces equipped with systems of direction, control, regulation, integrated and integrating in every respect (men and groups, production sectors, exchange systems, etc.) within the national space.

Consequently, this problem which is not new, but has become so serious as to condition development, should be thought out afresh on two lines:

1. In the light of results of a first ten-year plan;
2. Bearing in mind a new factor, economics, which upsetting all the conventional data on administration inevitably implies results that will affect economic administrative organization in each country.

6.1. Suggestions

A vast synthesis of the problem is therefore necessary. Besides, it is possible because of the considerable amount of experience and information we have, and these data now make it possible for us to understand the problem as a whole due to practical implementation (applications).

The following operations would be likely to achieve such a result:

1. At the United Nations level

Setting up a pluro-disciplinary team (public administration, organizers, economists, sociologists, etc.), collecting all existing documentation and information on this problem (studies, reports of seminars, reports of missions, analysis of results of experiments, etc.) analysing, that is, making an inventory of all the factors, preparing analysis sheets for each of them. These sheets will be distributed or communicated for study, comments, criticism, etc., to all interested organizations or persons (governments, institutes, experts, etc.), and would then be completed to produce a synthesis of the problem.

2. Field study

Preparing a questionnaire and sending it to African governments to enable them to:

- bring their problems up to date,
- state the solutions chosen,
- indicate the work they have carried out, and
- mention the results obtained, etc.

3. Pilot studies

In a number of French-speaking and English-speaking African countries, which agree to this, carry out a set of experimental studies:

- (a) Countries with a valid sample of African conditions would be chosen (administrative systems, ecological zones, economic level and concept).
- (b) In each of them, after a prior preliminary study, an experimental regional and/or local administrative unit will be set up (combined with a semblance of administration with the administrative environment, on the understanding that the administrative environment will not be modified). This establishment would be effected taking into account the practical possibilities of this becoming outmoded in the future.

The aim would be to discover experimentally administrative formula (experiments, solutions) adapted to African conditions which would not be just mere transpositions, as is now generally the case.

4. Study groups

To promote the establishment in each country of a permanent study group made up of senior specialist civil servants from various disciplines who would be given the task of studying concordant problems in administrative and socio-economic processes (it would then be advisable to institute a liaison between the various study groups).

5. Implementation of recommendations of the present report (among other things, making a quick implementing of recommendations 19 - 20 - 22)

We might thus secure a new type and give the African countries an effective plan which will consist of practical proposals, rationally prepared by a plurio-disciplinary team, supervised, criticized, adjusted by an agreed set of skills, and supported by accurate experimental data and a vast amount of documentation.

Annexes

- I. List of participants to the study tour on forms and methods required for regional and local development in Africa.
- II. Summary sheet of action by the UN in regional and local administration.
- III. Objectives of study tour (extract from aide-mémoire M.63.1083 prepared by ECA Public Administration Section).
- IV. Yugoslavia - Organizations visited and persons met.
- V. Italy - Organizations visited and persons met.
- VI. France - Organizations visited and persons met.
- VII. Summary of recommendations (put forwards in 1963 by the group of senior English-speaking civil servants (study of regional and local administration in Yugoslavia and in India).
- VIII. Recommendations 17-18-19-20-21-22 put forward on local government, at the II nd Conference on urgent administrative problems (Addis Ababa, 14-27 November 1968).
- IX. Short bibliography on regional and local government.

ANNEX I

LIST OF PARTICIPANTS
STUDY TOUR ON TYPES AND METHODS
OF REGIONAL AND LOCAL GOVERNMENT REQUIRED FOR AFRICA

Director of Study tour	Mr. Roger Crémoux Regional Adviser in Public Administration ECA (Addis Ababa)
<u>Algeria</u>	Mr. Bouyed Director-General of administrative reform Ministry of Interior
<u>Burundi</u>	Mr. N'Kurikiye Ferdinand Principal Secretary Acting Director at Head Office, Internal Affairs
<u>Peoples Republic of the Congo</u>	Mr. Jean Pascal Brazza Ganga Technical Adviser Ministry of Planning
<u>Democratic Republic of the Congo</u>	Mr. Guizani Lema Faustin Chief of Research & Co-ordination Section Ministry of National Economy
<u>Ivory Coast</u>	Mr. Ousmane Diarra i.c. of Plan Regionalization at the Ministry of Planning
<u>Dahomey</u>	Mr. Blaise Amegnaglo Asst. Director, Human Resources (Regional Planning) Ministry of Prospective & Planning
<u>Gabon</u>	Mr. Faustin N'Togolo Chief of Studies Planning Commissariat
<u>Upper Volta</u>	Mr. Benoît Ouadraogo i.c. of Plan Implementation Planning Office & Development Studies
<u>Morocco</u>	Mr. B. Magharabi Engineer, Ministry of Planning
<u>Senegal</u>	Mr. Mustapha Sarr Director, Physical Planning

ANNEX II

SUMMARY OF ACTION TAKEN BY THE UNITED NATIONS
IN REGIONAL AND LOCAL ADMINISTRATION IN AFRICA

A. General activities

United Nations activities in regional and local administration are connected with the programme for "meetings, study and exchange of technical documentation in public administration" which the General Assembly approved in resolution 723(VIII). This question (the problem of decentralization) was one of the research subjects proposed in the annex to the report the Secretary General submitted on 25 October 1956 (AC2L.189), which the General Assembly had approved in resolution 1024(XI).

As a first implementation, a study on community development ("Public administration aspects of community development programmes") was undertaken by the United Nations Division of Public Administration in co-operation with the Community Development Group of the Bureau of Social Affairs. This study was published in 1960.

In 1961, the United Nations Division of Public Administration prepared a study project on administrative aspects of decentralization for national development. On the basis of this project, the working party prepared a study entitled: "Decentralization for national and local development".

In 1964, the Division of Public Administration published "A handbook of public administration: current concepts and practice with special reference to developing countries" which dealt, among other things, with the problems of decentralization and deconcentration.

In 1967, an expert group was summoned to New York by the Secretary General to study the UN programme on public administration. As a result of the work of this group, the Division of Public Administration prepared a working paper entitled: "The United Nations Programme in Public Administration" which contains a portion on decentralization and local government.

B. Activities in Africa

On the basis of these studies, ECA started to take action as of 1962 on regional and local administration:

- Seminar on urgent administrative problems of African governments(1962).
- Report on local government study tour of Yugoslavia and India (2 November to 6 December 1963).
- Seminar on central services to local authorities (29 June - 10 July 1964), Zaria Northern Nigeria.
- Seminar on local government finance (5-17 September 1966).

- Training course in local government personnel systems.
- Second Conference on urgent administrative problems of African governments (1968).
- Study tour to Yugoslavia, Italy and France (1 to 15 December 1968).
- Miscellaneous studies and research (cf. annex IX).

ANNEX III

OBJECTIVES OF STUDY TOUR (EXTRACT FROM AIDE-MEMOIRE M68 - 1083

PREPARED BY THE ECA PUBLIC ADMINISTRATION SECTION)

Résolution 172 adopted at the eighth session of ECA "recognizing that gaps in organization and management at all levels of government are a major obstacle to plan and programme preparation and implementation and all measures for improving the economic and social position"; requests the Executive Secretary to prepare an expanded programme of work in public administration".

In accordance with that resolution, the Public Administration Section of ECA organized a study tour for senior French-speaking Africans on forms and methods of administration for regional and local development.

This tour was a follow-up to the study tour in November/December 1963 by eight senior English-speaking African civil servants, when a study was made of local government structures in Yugoslavia and India ... The study will take the participants to France, Italy and Yugoslavia and will be concerned with the same problem as was studied during the tour in November/December 1968, adapted to problems of the participating African States.

It may be summed up as follows:

A generally planned economy and the growing State intervention arising from it, in economic and social affairs, make it necessary for public administration constantly to adapt its institutional arrangements, methods and procedures to the fluctuating and more or less complex circumstances in the exercise of their responsibilities, especially in activities concerned with organizing regional and local development:

Plan regionalization and physical development;

Developing under-developed regions (establishing growth pivots or abolishing regional disparities, etc.

Taking steps to ensure popular participation in development of persons living outside the progress zones (animation, transformation of traditional economy sectors, etc.).

As a result of these measures, governments established new structures necessary to differentiate forms and methods of action and adapt them to tasks differing in quality and quantity from the traditional tasks of the public sector.

This is a problem which most countries have to face, irrespective of their economic and social positions:

- Congo (Brazzaville): Organization of development zones such as the development of the Niari valley.
- Ivory Coast : Developing the south-west region (San Pedro).
- United States : Regional development of the Tennessee valley, the Missouri and Columbia basins, etc.
- France : Developing the Bas-Rhône and Languedoc regions, Provence and the middle Durance.
- Upper Volta : Establishing regional development offices.
- Italy : Developing the southern regions, Sicily and Sardinia.
- Netherlands : Developing the Zuyderzee polders.
- Senegal : Developing the Senegal river and the Ferlo valley.
- USSR : Developing "virgin lands" in the south-west.
- Yugoslavia : Developing various regions, etc..

This is a topical contemporary problem which raises serious governmental problems, because of the very rapid development of economic and social situations and the imperatives stemming from them. Although these problems are not new, they are so vast in scope, implication and complexity, that they are now more urgent than ever.

The study tour organized by the Public Administration Section of ECA hopes to find an answer to this preoccupying problem and intends to:

1. Make a practical study of institutional experiments and methods used and of achievements recorded in regional and local development in France, Italy and Yugoslavia.
2. Compare action taken in those countries with action by African countries participating in the study tour, to meet similar problems.
3. The various experiences and results on this subject will be analysed in an attempt to define institutions and methods that can be adapted to problems and conditions in the African countries.

The study in France will centre on the Compagnie nationale d'aménagement de la région du Bas-Rhône et du Languedoc. In Italy, it will deal with the Sardinian development agencies. In Yugoslavia, it will be concerned

with the study of institutions for making it possible to bring the national development of the federal State into an articulated regional and local pattern:

This programme will be as follows for each country:

1. A statement by persons responsible for the institutions visited in the course of which the problems mentioned in chapter 3 of the aide-mémoire will be tackled.
2. A visit to sites where work has been carried out.
3. The study of questions put by participants.
4. A discussion on the visit made:
 - (a) similar achievements in participant countries (points of resemblance and difference);
 - (b) lessons to be learned and possibilities of applying them to Africa.

A general integrated report on the study tour with findings and recommendations to be prepared at the end of the mission.

ANNEX IV

YUGOSLAVIA - ORGANIZATIONS AND BODIES VISITED AND PERSONS MET

Affaires Etrangères

M. Mihajlovic Draza,
Conseiller auprès du secrétariat d'Etat
pour les Affaires Etrangères de la RSFY

Institut fédéral pour la coopération technique internationale

Mme Zoric Zorica,
Conseiller auprès de l'Institut fédéral pour la coopération
technique internationale (Zamtes) - Belgrade

Institut d'administration publique de la République de Serbie (Belgrade)

M. Zaric Ljubisa
Directeur de l'Institut de la République pour l'administration publique,
Président de l'Association pour les sciences et la pratique dans
l'administration - Belgrade

M. Vukovic Ljubomir
Conseiller auprès de l'Institut de la République pour l'administration
publique - Belgrade

Mme Pejakovic Dr. Snezana
Conseiller auprès de l'Institut de la République pour l'administration
publique - Belgrade

Personnalités ayant participé aux entretiens de Belgrade organisés par
l'Institut

M. Kovacevic Milivoje
Juge auprès du tribunal constitutionnel de Serbie,
Président de l'Association des juristes
Professeur de l'Ecole supérieure de l'administration - Belgrade

M. Jovanovic Aleksander
Substitut du secrétaire pour la législation à l'Assemblée
de la République socialiste de Serbie - Belgrade

M. Zivanovic Nebojsa
Directeur adjoint de l'Institut de la République pour la planification
économique - Belgrade

M. l'Ingénieur Nastasovic Miodrag
Directeur de l'Institut pour la promotion des activités communales,
Président de l'Association pour l'urbanisation

Région autonome de Vojvodina

M. Vujadinovic Milivoj
Secrétaire pour l'administration générale et l'organisation
de la province autonome de Vojvodina - Novi Sad

M. Maljic Karlo
Directeur de l'Institut régional pour la planification de la
province autonome de Vojvodina - Novi Sad

Commune de Nis

M. Radicevic Zarko
Président de l'Assemblée de la commune - Nis

M. Dinic Borivoje
Vice-Président de l'Assemblée de la commune - Nis

M. Kreckovic Milos
Président du Conseil pour les activités sociales de l'Assemblée
de la commune - Nis

M. Milic Srboljub
Secrétaire de l'Assemblée de la commune - Nis

Chambre économique de Nis

M. Knezevic Danilo
Président de la Chambre économique - Nis

M. Markovic Trifun
Secrétaire de la Chambre économique - Nis

Directeur de l'entreprise Danube-Tissa-Danube (et ses collaborateurs)

M. Bulatovic Vojislav
Directeur général de l'hydro-système Danube-Tissa-Danube, Novi Sad

Autres personnalités

M. Katanic Marko
Assistant de langue et littérature françaises à la Faculté de
philologie - Belgrade

ANNEX V

ITALY - ORGANIZATIONS AND BODIES VISITED AND PERSONS MET

Présidence de la région autonome de la Sardaigne

Dr. Lucio Abis
Ministre du développement

Dr. Luigi Pasqualucci
Secrétaire général

Dr. Tomaso Rasenti
Chef de Cabinet

Commune de Cagliari

Dr. Paolo de Magistris
Maire de Cagliari

Dr. Gaetano Madau Diaz
Secrétaire général de la Mairie de Cagliari

Centre de programmation régionale pour le développement de la Sardaigne

Dr. Gerolamo Colavitti
Directeur du Centre régional de programmation
(Ministère du développement)

Dr. Aldo Brigaglia
Fonctionnaire du Centre régional de programmation - Regione Sarda - CA

Dr. Giovanni Satta
Fonctionnaire du Centre régional de programmation - Regione Sarda - CA

Consortium pour le développement industriel

Dr. Achille Sirchia
Directeur du Consortium pour le développement industriel

ANNEX VI

FRANCE - ORGANIZATIONS AND BODIES VISITED AND PERSONS MET

Région Bas-Rhône - Languedoc

Monsieur le Préfet de la région

Préfecture du Gard

Monsieur le Secrétaire général représentant le Préfet absent

Les Chefs de service des directions départementales

Mission régionale de développement

Monsieur le Directeur de la mission régionale de développement
entouré de ses collaborateurs

Monsieur l'Ingénieur en chef du Génie rural des eaux et forêts
chargé de la mission

Compagnie nationale d'aménagement du Bas-Rhône et du Languedoc

Monsieur le Directeur des relations extérieures représentant la
Compagnie

Société du canal de Provence et d'aménagement de la région provençale

Monsieur le Directeur des relations extérieures représentant
la Société

Société d'aménagement foncier et d'établissement rural Languedoc-Roussillon
(SAFER)

Monsieur le Directeur administratif

Marché-gare d'Institut national

Monsieur le Directeur

Ville de Nîmes

Monsieur le Directeur de la Société d'équipement de la région de Nîmes

ANNEX VII

SUMMARY OF RECOMMENDATIONS MADE IN 1963 BY THE ENGLISH-
SPEAKING GROUP OF SENIOR CIVIL SERVANTS (STUDY OF REGIONAL
AND LOCAL ADMINISTRATION IN YUGOSLAVIA AND IN INDIA)

With the exception of the very densely populated countries, the best method for securing genuine popular participation in political, economic and social progress, is to have a system of local government with one or two levels at the most. In a two-level system, most of the civil servants would be drafted in the first level (2.19 to 2.2).

2. The need to begin research experimentation and the preliminary preparation for decentralization early must be constantly borne in mind (particularly in connexion with staff training, even when certain circumstances make a system of centralized administration necessary in the interest of the country (2.20).

3. It would certainly be to the advantage of the developing countries in Africa to carry out with determination a judicious policy of decentralizing industry which would make it possible to ease congestion in villages (2.22).

4. The distinction between local urban government and local rural government does not exist in Yugoslavia any longer. However, the African countries should be cautious in abolishing this distinction which exists in their countries. It might be useful to set up as in India mixed committees made up of members of municipalities and members of rural councils from the same administrative unit to try to find a solution to common problems (2.23).

5. Apart from their traditional role, the local government services in Africa should be conceived and constituted as effective instruments for economic and social progress. The rights and duties of each service or department should be clearly defined to avoid duplication (2.27).

6. Subject to guarantees and restrictions, local government should be able to establish new taxes and make use of other sources of revenue to enable it to meet the bulk of its expenses. Everything must be done to avoid too frequent recourse to State grants as these limit the autonomy of the local communities (2.28 to 2.30).

7. It might be useful to give local government organizations local or traditional names which would stir a chord among the local population and bring the meaning and purpose of decentralization within their reach (2.32).

8. The African countries should strive to do away with the barrier between the people and the government; this means reorganizing local government to give the inhabitants the feeling that there is a definite and useful role they can play in the country's development. The population should be given the opportunity to assume responsibilities in the management of collective matters on as large a scale as possible. But such a transfer of powers is often possible only when there is a genuine development in social, economic and political relationship (2.33 and 2.34).
9. It would be useful for developing countries in Africa to ensure that teaching as well as other establishments are administered by the persons making use of them, as this would give the population another good opportunity of managing their affairs and assuming greater responsibilities (2.38).
10. All African countries should introduce into local government the practice of referenda, to enable their inhabitants to decide, on their own initiative, questions to the utmost importance and develop the habit of holding general meetings of electors, who would examine questions of direct interest to them. These are the elements of direct democracy to keep the interest and enthusiasm of the electorate alive (2.39).
11. Wherever possible, certain local government seats should be reserved for associating the backward populations (nomads) and, if necessary, women with the economic and social planning process (2.10).
12. The periodical, partial replacement of members of the local government organizations has this advantage that it ensures continuity in council and assembly affairs, encourages initiative at the local level, avoids the formation of privileged groups, and ensures that there is a regular democratic change in the organizations wielding power at all levels. That is why this system is particularly suitable for Africa (2.41).
13. The co-option of deputies as members of local administrative councils ensures liaison between the councils and the legislative organs; it makes higher level skills available to local government.
14. African countries which are locally self-governing would find it to their advantage to limit local government control, applying the principle of respect for the law; in other countries, what matters would be the supervision by central government civil servants attached to local authorities, on condition that they do not stifle local autonomy. Thought must be given to advice and recommendations rather than to orders and instructions. Governments should reserve the right to suspend, replace or dissolve any local authority which may have exceeded its powers, but should exercise this right only in very extreme cases (3.4).

15. The transfer of fiscal powers (particularly for tax collection) from the government to the local communities gives them a feeling of financial responsibility and adds more meaning to local autonomy. Government financial assistance should deal with fiscal administration, accounting methods and auditing of accounts (3.8).
16. The establishment of local government credit banks should be more general in developing African countries on the style of communal banks in Yugoslavia. Capital should come from local community investment funds, State grants, co-operative reserves, etc. (3.10).
17. If local planning is to succeed, it should ensure that there is a convergence of effort by people and government. While satisfying local needs, it should observe national priorities. Africans should take account of these principles when establishing planning institutions (3.11).
18. Training of elected representatives as well as of civil servants, is the corner-stone of effective democratic decentralization. As is the case in India and Yugoslavia, the Government should give local authorities substantial permanent assistance which should, generally, be financed from State funds. In addition, State services - educational and research establishments and public administration schools - should be in a position to secure general advisory services and help the local communities in all aspects of their activities (3.12 to 3.16).
19. It would be an advantage for developing countries to establish institutions similar to the Standing Conference in Yugoslav towns, responsible for helping and guiding local authorities (3.19).
20. The Government should be supported by voluntary organizations for development projects, mass education, research and other activities which draw on personal effort (3.20 to 3.23).
21. It should be of interest to African countries to draw inspiration from the methods of Yugoslavia and India, which tend to create good working relations between civil servants and elected representatives, and between executive and junior staff, and to arouse the interest of elected representatives in local government activities. It might be advisable to make use of common training programmes to try to establish good relationship between civil servants and elected representatives; these relationships should be based on mutual contributions and on an understanding of their individual roles (4.1 to 4.7).
22. In view of their importance, the greatest attention should be paid to the status of local community presidents (chairmen) and vice-presidents (chairmen), their status, powers, functions and disciplinary authority, as well as to their emoluments (salary or honorarium) (4.8 to 4.10). Careful study should also be made of the status, functions and responsibilities of secretaries and higher administrative personnel (4.11 to 4.13).

23. Staff recruitment for local government at all levels should be the responsibility of independent organizations like local civil service commissions, and should be free from political pressure or influence (4.14 to 4.15).

24. African countries should think of establishing and training cadres like the Indian village agents who are responsible for the effective implementation of development projects and the promotion of social progress in the rural zones (4.18).

25. The criterion of good government should not be its capacity to maintain order, but its capacity to co-operate with the population and provide it with methodical help in rural development. The basic type of development that this implies, requires special training and orientation courses and equal pay, terms of service, and promotion possibilities for local community staff and civil servants in the central services (4.19 to 4.21).

ANNEX VIII

RECOMMENDATIONS 17-18-19-20-21-22 ON LOCAL GOVERNMENT
ADOPTED AT THE 2ND CONFERENCE ON URGENT ADMINISTRATIVE PROBLEMS
(Addis Ababa, 14-27 November 1963)

Recommendation 17

With the assistance and co-operation of ECA, African Governments should:

- (a) Determine exactly the positive role governments wish their local government systems to play, to achieve the objectives of political, economic and social development;
- (b) Make a clear statement of the methods whereby this role can be fulfilled;
- (c) Fix the resources governments are prepared to contribute for these purposes;
- (d) Use the experience of other African States for devising local government systems by organizing study tours of civil servants in local government to other African countries, and exchanging information on local government, particularly between English- and French-speaking African countries.

Recommendation 18

ECA should urgently undertake a comparative study on the structures and organization of African local government systems, so as to make it possible for them to carry out, in addition to their traditional functions, the functions of development administration and promote national unity and stability. This study should be followed by a regional seminar of experts and representatives of African governments. In carrying out this study, the Economic Commission should make full use of the technical knowledge of Africans and African institutions.

Recommendation 19

In addition, ECA should as soon as possible undertake studies on:

- (i) Administrative problems of urbanization in Africa;
- (ii) Credit institutions available to the local authorities capable of financing their main equipment projects.

Recommendation 20

As regards staff training, ECA should launch the following programmes:

- (i) Professional training of civil servants in local administration in English and French-speaking countries, emphasizing development administration and administration for financial management. Such training programmes should be practical and take account of the special needs and characteristics of the African countries concerned. As far as possible, training programmes at the regional and sub-regional levels should be given by ECA, making use of existing African training institutions.
- (ii) Training for planning in the use of manpower for local government. Such training should be organized on the basis of information in sub-paragraph 1.
- (iii) Training programmes dealing with problems of local community administration should also be organized for central administration civil servants at the regional and sub-regional levels, the object being that these civil servants should acquire a clearer awareness of the role of local communities in development administration.

Recommendation 21

ECA should organize regular conferences (at least once in two years) of African Ministers in English and French-speaking countries responsible for local government, to facilitate exchange of views and clarification of problems.

Recommendation 22

The Conference recommends as a matter of urgency that, as regards the implementation of the above proposals, as a whole, the Economic Commission should co-operate with training establishments, universities and other competent organizations in Africa.

ANNEX IX

SHORT BIBLIOGRAPHY ON REGIONAL AND LOCAL ADMINISTRATION

The Public Administration Section of ECA has collected a large amount of documentation on all aspects of problems concerning regional and local administration (roles, organization, popular participation, financial problems, staffing problems, etc.). This information is available to African States and all organizations concerned with this problem, for anything they may wish to know.

The bibliography that follows contains only a few of the basic works selected for their intrinsic interest:

- Decentralization for national and local development (UN 1964).
- Aspects of community development programmes relating to public administration (UN 1960).
- Report of seminars on urgent administrative problems of African governments (ECA).
 - First Conference (1962)
 - Second Conference (1968)
- Local government: report of study tour to Yugoslavia and India (ECA - English-speaking group 1963).
- Urgent administrative problems of local administrations in Africa (M. J.A. Green - United Nations).
- Studies and proposals for the reform of regional and municipal structures in the Niger (UN 1964).
- Regional and local organization of the Republic of Niger (National school of administration - Niamey - 1967).
- Nomadic problems in the Sahel region in Africa - traditional and social institutions and structures - Tribal administration (ILO, 1968).
- Essays on the new Algerian economy - rural and urban communes (a syndicate of authors - French University Press - Paris 1965).
- Public law institutions in Bamileke country - Cameroon (General Library of Law and Jurisprudence, Paris - 1960).

- The Peoples Democratic Republic of Algeria - Communal code (Ministry of the Interior - Algiers - 1967).
- Administration and the Douar (Revue de géographie du Maroc - n° 8 - 1965).
- The provinces of the Democratic Republic of the Congo (Legal and political review of independence and co-operation 1966).
- Local administrative organization of the Republic of the Upper Volta (Thesis submitted by Mr. Marcats - 1966).
- Municipal problems in the developing countries of Africa and Asia (Union internationale des villes - UIV - the Hague, 1959).
- Seminars on central services available to the local public authorities (ECA - Zaria - Nigeria, 29 June - 10 July, 1964).
- Structures and facilities for action of territorial and local administrations in Ghana: their role and co-ordination in development (African note-books on public administration).
- The civil service and decentralization (African note-books on public administration).

N.B.: The studies of the Public Administration Section are not included in this short bibliography, which can be supplemented on request.