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Development of Africa

Report[1]
Committee on Economic Affairs and Development
Rapporteur: Mr Philippe Le HODEY, Belgium

1. 1958 - 10th Session - First part

A. Draft Recommendation submitted by the Economic Committee

The Assembly,

Convinced that the economic and social development of the less developed countries and the improvement of the living conditions of their peoples are also in the interest of the more highly developed countries ;

Recalling the terms of its Recommendation 26, known as the Strasbourg Plan ;

Recalling the terms of its Recommendation 61 concerning the special report by the Organisation for European Economic Co-operation on the Strasbourg Plan ;

Convinced that member countries as a whole are capable of more active co-operation towards promoting the economic and social progress of the less developed countries ;

Emphasising, however, that the limited extent of the additional possibilities open to member countries makes it imperative to strive for maximum efficiency, in particular by a coordination of effort;

Recognising the effectiveness of efforts already made or about to be made, through multilateral and traditional bilateral channels, and the importance of continuing these efforts ;

Emphasising, nevertheless, that gaps and deficiencies still exist, which it would, for the time being, appear easier to fill by concerted action at regional level;

Reaffirming the principles enunciated in its Order No. 105 concerning the elaboration of ways and means of promoting the economic and social development of Africa ;

Noting the Report by the Study Group for the Development of Africa set up in pursuance of that Order ;

Endorsing the proposals for action set forth in that Report;

Emphasising that the object of the proposals in question is essentially to complement present methods of assistance to less developed countries, in particular within the framework of the United Nations and the European Economic Community, and to increase their effectiveness, but not to replace them ;

Considering that these proposals require in the first instance a political decision,

Recommends to the Committee of Ministers :

1. That it adopt the two fundamental principles :

    a. of a joint effort by all the member countries and all the African countries concerned towards the economic development of Africa and the improvement of the living conditions of the African peoples; and

    b. of co-operation, on a footing of equality, among the countries participating in this joint effort;

2. That it convene, under the joint auspices of the Council of Europe, the Organisation for European Economic Co-operation and the Commission for Technical Co-operation in Africa South of Sahara, a conference to be attended on a footing of equality by all the member countries of those organisations and all the African countries willing to take part, for the purpose of implementing the proposals for action formulated in the Report by. the Study Group for the Development of Africa, namely :

    a. the drafting of an investment statute;

    b. the establishment of a Guarantee and Financial Assistance Fund (or possibly two separate Funds) ;

    c. the expansion of technical assistance by the European countries, in particular through the Commission for Technical Co-operation in Africa South of Sahara (C. C. T. A.) whose competence and means of action should be correspondingly enlarged ; and

    d. the setting in motion of adequate machinery for co-operation.

B. Explanatory Memorandum

1. Introduction

1. The Standing Committee of the Consultative Assembly, by Order No. 105 of 11th January 1957, which cancels and replaces its Order No. 77 of 9th July 1955, instructed a group of independent European and African experts to " submit proposals designed to encourage and accelerate the economic and social development of Africa and to raise the standard of living of the African peoples, in the interests of the prosperity both of Africa and of Europe, through co-operation on an equal footing between the African countries and the member countries of the Council of Europe ". The Group of Experts, composed of six personalities from European and six from African countries, held two meetings. Its report, prepared under the above-quoted terms of reference, was submitted to the Assembly at the second part of its Ninth Session in October 1957. It was then referred to the Economic Committee, which, on 26th October 1957, passed it to a Sub-Committee for study.

2. The Sub-Committee, of which M. Serres was appointed Chairman and which was composed further of MM. Heckscher, le Hodey, Rapporteur, and Marquand, with the participation of M. Devinat, a member of the Political Committee and Chairman of its Sub-Committee on Aid to Under-developed Areas, held several meetings, including a joint meeting with the Sub-Committee of the Political Committee just mentioned. Both the Sub-Committee and the plenary Committee have examined with the greatest interest the remarkable report of the Group of Experts, to the quality of whose work they desire to pay tribute.

2. Fundamental Principles

3. In making the practical proposals requested of them the Experts took as a basis two essential principles embodied in Order No. 105, which may be expressed as follows:

a. all the member countries of the Council of Europe and all the African countries interested should, in their mutual interest, take part in a joint effort to accelerate the economic and social development of Africa;

b. lco-operation between all participating countries, both European and African, should take place on a footing of equality.

2.1. First Principle (Joint effort by all European and African countries interested)

4. By enunciating this principle within the general framework of assistance to the less-developed regions of the world, the Standing Committee of the Consultative Assembly has in fact laid down a guiding line for a joint policy of member countries which appears best adapted to present circumstances and to the political trends of recent years.

5. The more highly-developed nations are with every year showing greater awareness of their responsibility for the development of other regions. Their first preoccupation has, naturally, been with any backward parts of their own territory, and their next, where the occasion arises, with those overseas territories with which they have constitutional links; after which most States have, it is true, been showing an interest in the development of other countries.

6. This also applies to the countries members of the Council of Europe each and severally and, mutatis mutandis, to a united Western Europe. A united Europe would first seek to promote and accelerate the economic development of less advanced European regions, then that of the overseas countries with which the European States have constitutional links and finally, that of the remaining under-developed parts of the world. Thus, as soon as the first European institutions had been established, and, once purely European requirements had been as far as possible satisfied, attention was given to co-operation for purposes of developing dependent territories (e. g. through the creation of the Overseas Territories Committee of O.E.E.C.) and, more generally, all the overseas countries having constitutional links with the European countries (e. g. Council of Europe Recommendation 26 (1952) of the Consultative Assembly, known as the Strasbourg Plan, and Recommendation 61 (1954), as a sequel thereto).

7. These early efforts, despite favourable declarations of principle, did not lead to the expected results. We had to wait for the Rome Treaty establishing a European Economic Community among the six Powers already Members of E. C. S. C. before a concrete European co-operative effort of any importance was initiated towards developing the overseas countries linked with Members of the Community.

8. These facts seem to show that while " the policy of European integration entails, as a corollary, co-operation between metropolitan Powers, the overseas countries which have constitutional links with them and the other member countries of the Council of Europe " 1, a minimum of integration — which evidently neither the Fifteen (Council of Europe) nor the Seventeen (0. E. E. C.) have yet attained — must be achieved before such co-operation can really take place. In effect, from the standpoint of the political interests involved, there are still too pronounced differences separating the member countries of the Council of Europe, some of which have overseas responsibilities while others have none.

9. Co-operation between member countries as regards assistance to less-developed countries would be easier if the assistance were applied to an overseas geographical area which is not defined by the criterion of constitutional links. There are two possibilities:

a. definition and execution of a common general policy (policy co-ordination) ;

b. definition and execution of a programme of action designed to afford the countries concerned a maximum of benefits in the most efficient manner. This is the basis of the first principle set forth in Order No. 105, that there should be a common effort, by all member countries and all African countries interested, to encourage Africa's economic and social development.

2.1.1. Co-ordination of member countries' policies

10. Ministers of 0. E. E. C. adopted a Resolution containing directives for the work of the Organisation, among which was the following: " The Organisation should explore through an exchange of information the extent to which, and the methods by which, member and associated countries are contributing to the object of constructive economic development in the less-developed areas of the world. The appropriate bodies of the Organisation should, in the light of this study, consider and report to the Council whether there is action that the member countries might usefully take to coordinate their efforts. " The first phase of the work consisted in assembling all the requisite information in a document which has still not been published, and nothing has so far been done to co-ordinate the action of member countries.

11. On 25th October 1956, M. Devinat and a number of his colleagues presented to the Consultative Assembly of the Council of Europe a motion for a Resolution concerning assistance to under-developed areas, the object being "to attempt to draw up a plan of work which would incorporate the political, economic and social principles on the basis of which, substantial technical and financial aid could be most satisfactorily given and accepted by all the States in question". The motion was referred to the Political Committee, which instructed a Subcommittee under M. Devinat's chairmanship to report thereon.

12. This is not the place to analyse that report [Doc. AS/Pol (9) 59]. Suffice it to say that, after emphasising the need for member countries to increase their aid to under-developed countries and to co-ordinate their policies, it proposes machinery whereby a common policy could be formulated and suggests, as it were, a form of strategy that would give the African regions some priority. In this regard the Report's conclusions coincide with the first fundamental principle in Order No. 105, which constitutes the terms of reference of the Study Group for the development of Africa.

2.1.2. Why Africa?

13. Helping the under-developed regions is a tradition among European countries, but the importance of their contribution varies: clearly, it is greater in the case of countries with overseas responsibilities. While Europe as a whole has sufficient resources of all kinds to increase its total foreign aid, such aid will always be less than the needs to be met. A concerted policy would doubtless enable additional resources to be set free for this purpose; in any event, it would ensure that the common effort is conducted with the maximum efficiency.

14. Through public and private bilateral channels and through the multilateral world or regional organisations all member countries are rendering assistance to under-developed countries as a whole. But the latter's needs are immense and out of all proportion to any additional resources which member countries might be able to release. The question therefore arises whether — without belittling or prejudicing existing endeavours — there are not backward regions whose development is clearly of sufficient special interest to all European countries to justify an additional effort, and the requirements of which are not wholly disproportionate to the extent of that effort.

15. If, for the reasons mentioned above, it is agreed for this purpose not to employ the criterion of any overseas countries having constitutional links with Europe, several considerations have led the Council of Europe to the belief that Africa is the region which best fulfils these conditions, (c/. Orders No. 77 and 105.)

16. A number of African countries have recently achieved their independence or autonomy. This development may be expected to continue at an even more rapid pace in the future. At present, the breaking of the links with the metropolitan country is apt to go hand in hand with a substantial reduction in the financial and technical assistance received therefrom, and such countries then find it necessary to seek new sources of aid. Without appropriate action by Europe, which the existing organisations cannot take, the capacity of such countries for expansion might well be weakened, with consequent detriment to their development and political stability and, in the last analysis, also the expansion of the European economy. On the other hand, in these circumstances, it might become possible in the new States to continue collaboration with the West European countries from the very beginning of indépendance.

17. This basic motive is reinforced by a number of other considerations which apply not only to relations between Europe and Africa, but to a greater or lesser extent, also to the relations between Europe and under-developed countries, notably in Asia, as a whole. The economies of Europe and Africa are largely complementary and inter-dependent; thus, two-thirds of Africa's foreign trade today is with Europe, which benefits by it in the shape of large quantities of essential basic products. Africa's economic and social development has been largely determined by its special relations with Europe, and these, if suitably adapted to present circumstances, will have an effective part to play both in the future development of the African continent and in the expansion of Europe's economy.

18. All the regions of Africa have been linked (and many still are) with European countries, and Europe has left a profound imprint on language, culture, administration and legislation. Certain appearances notwithstanding, there are many affinities which, given the right conditions, cannot but facilitate co-operation between the two continents.

19. Clearly, then, without on that account neglecting or reducing assistance to other underdeveloped regions, notably in Asia, Europe has a definite interest in making a special effort on behalf of Africa, where it is certain that its help, limited though it may be, will be put to good use in its own interest, as well as in that of the African countries.

2.2. Second Principle (Co-operation between African and European countries on a footing of equality)

20. Aid or assistance to under-developed countries is frequently spoken of as though the idea was one of charity-creating relations between a benefactor and a beneficiary. But private investment, which is one of the types of assistance, has none of the features of a charitable undertaking. Even gifts from public funds usually pre-suppose some material or political counterpart, if only in the long term. Thus, in spite of current terminology, the matter should be considered essentially as a "deal", comprising advantages for both sides, even though the advantages may become apparent at different times. To begin with, the contributing countries may alone bear the cost of the operation, but in the long run they are likely to reap substantial direct or indirect material benefits.

21. The setting up of the Common Market and the negotiations for the Free Trade Area are causing lively concern in the non-European countries, which are wondering whether Europe — already so much richer than they — is not in process of becoming a closed economy, with the object of increasing its own prosperity to the detriment of theirs. It is all the more imperative, then, that Europe should define its position towards them.

22. In the European countries one of the principal aims is to divide the national income more fairly; in the underdeveloped countries there is a similar concern for a better division of world income. What we look upon as a free gift, benevolent aid, appears to them as the fulfilment of a natural duty. In addition, colonial relationships and racial differences have given rise to "complexes" of mistrust, not to say hostility, towards Europe. Susceptibilités tend to be easily aroused ; there is a fear that under the pretext of assistance links of dependence will be re-forged. To ignore these psychological factors would lead to certain failure.

23. Therefore, any special effort which member countries agree to make towards Africa's economic and social development should be negotiated with the African countries concerned; that is to say, the latter must at all times be treated on a footing of equality, as partners, even as regards the simple allocation of gifts and subsidies. Moreover, it is most desirable that within territories which are not independent the maximum possible consultation with the African peoples should take place before plans are agreed, as also that every possible effort be made to explain to them the purpose which underlies the action planned and the considerable advantages which can result for their economic development from collaboration with Europe. The Report by the Group of Experts rightly stresses the partnership aspect, which must apply not only to the machinery of cooperation but also to the functioning of the executive organs that will eventually have to be set up.

3. The necessity of a regional basis for the common effort

24. Once it is admitted that a special European effort on behalf of Africa is justified, the question arises whether this effort, which takes the form of bilateral agreements and multilateral action through existing world organisations, should be intensified by an ad hoc regional organisation.

3.1. The bilateral method

25. The greater part of foreign financial aid to the African countries (about seven-tenths) has hitherto been on a bilateral basis. But this aid has been almost exclusively provided by the countries having responsibilities in Africa (see the Report by the Group of Experts, Appendix II). While such countries might find difficulty in increasing their contribution, other European countries could undoubtedly do so. To this end, the Experts considered that the conclusion of direct agreements by negotiations between the two parties concerned would be facilitated by common study, at periodic conferences of the European and African countries, of the national development plans submitted by the latter.

26. Interesting as are the prospects of bilateral action resulting from regional consultations between the participating Governments, they are nonetheless inadequate. Public bilateral assistance has often been linked with political motives; the recipient countries regard it as a means of domination akin to " colonialism " and hesitate to accept it.

3.2. The world-wide multilateral method

27. Multilateral efforts of world-wide scope (International Bank and United Nations Agencies), which appear to enjoy general favour, particularly with the under-developed countries, are proving manifestly insufficient. Resources distributed by this means are in fact relatively small: it is estimated that total investment, public and private, in under-developed countries amounts to some 3000 million dollars annually; of this amount only about 200 million dollars come from the I. B. R. D. and other international agencies. Yet the experts of the United Nations estimated in 1951 that the foreign aid requirements of the world's under-developed regions are at present about 10,000 million dollars per year.

28. An important step has been taken by the establishment of a United Nations Special Fund, intended to begin on 1st January 1959, but the resources of the Fund, estimated at 100 million dollars per year, are far from supplying what is required. It appears that the time has not yet come when the 'rich' countries can give up the distribution of their foreign aid through bilateral or regional agreements.

3.3. The regional framework

29. There is, then, a definited need for cooperation on a regional basis, in the first place for fostering and co-ordinating the negotiation of direct bilateral agreements (paragraph 25 above) but perhaps eventually also for distributing joint aid from the European countries. There are two ways of envisaging such a regional basis:

a. either the world organisation must be " regionalised " by setting up regional branches with their own funds;

b. or the necessary regional institutions must be created.

30. Solution (a) would appear to be impracticable in present circumstances. The advantage of solution (b) is that it needs the agreement only of the European and African countries involved. It should therefore be adopted without hesitation, provided that the European and African countries really wish to make a special effort and to see it quickly initiated.

31. A regional scheme would already find initial support in such organisations as the Council of Europe and O. E. E. C, and in the policy for a united Europe. Politically speaking, too, European integration should open up new prospects for the under-developed countries, untainted by outworn notions of colonialism and paternalism. These new prospects would notably result:

a. from the co-ordination of the policies of European countries for assisting the less-developed areas, both on.a bilateral basis and through the multilateral efforts of the world organisations;

b. from co-operation with the other countries of the world towards solving the general problem of under-development; and

c. from co-operation, on a footing of equality, with the African countries within a regional organisation associating Europe and Africa.

4. Practical methods

32. The action proposed in the Report by the Group of Experts has four aspects:

financial assistance;

technical assistance;

trade relations;

co-operation machinery.

4.1. Financial assistance

33. A basic aspect to which attention is too seldom paid deserves to be emphasised here. While the under-developed countries fear that public and private contributions of foreign capital may lead to external interference with their domestic affairs, the countries furnishing such capital are concerned about the political and financial instability of the African countries. The Experts have therefore stressed the need to create or maintain a favourable climate for investments — and to this end have suggested that an investment statute be drafted.

34. The question of drafting an investment statute is not new, but it is again becoming topical; furthermore, it is of world interest and is under consideration by ECOSOC. It is easier to reach an agreement in a regional rather than in a world framework, and such regional agreement cannot but facilitate a wider arrangement. But, even if it appeared impossible to reach the final goal at once, substantial progress could Ibe made if the African countries, alive to their responsibilities and their interests, each in its in own sphere, took active steps to set at rest the anxieties of foreign capital suppliers. To this end, a confrontation of all the interests concerned (public and private, internal and external) is a first essential.

35. The Experts point out that investment necessary for development falls into three categories. First, there is the establishment of directly productive enterprises: for example, in agriculture, mining or manufacture. External capital for this purpose can normally be raised on the basis of acquisition of share and debenture capital. The second is the provision of essential utilities — e.g. water for irrigation and power; roads or railways—without which the directly productive enterprises cannot function. The third is the provision of social capital — e.g. the provision of schools, hospitals and houses— without which a healthy, competent and stable labour force cannot be ensured. The two latter groups, together, constitute the infrastructure of development; and the Experts place heavy emphasis upon the need for a sound infrastructure as a basis for effective development. Indeed, in many parts of Africa capital for the infrastructure is at present more urgently needed than capital for the ultimate tier of development. External capital help is needed for both types of development. For the infrastructure it is frequently provided by the raising of loans by Governments or by Government-assisted public utility corporations. These loans, as well as private investment, should qualify for help from Europe.

36. The Experts propose that, under the auspices of the European and African countries, a Development Bank and an Investment Fund for Africa should be set up. They are aware, however, that these proposals will be received with some reserve, on account of the present shortage of capital and the considerable requirements arising in connection with the establishment of the new European economic structures. Desirous of proposing solutions capable of immediate application, the Experts have suggested, as a minimum alternative, the establishment of a guarantee and financial assistance fund. It would appear easier to reach agreement on this simple formula, especially as it may well be a necessary stage towards the achievement of more ambitious aims.

37. The object of the Fund, according to the Report, would be two-fold: first, to provide guarantees, and, secondly, to render financial assistance. It may be asked, however, whether one and the same body should, in fact, deal, on the one hand, with guaranteeing non-commercial risks in connection with public loan issues and private investments, and, on the other hand, with subsidies designed to reduce charges on loans contracted under commercial conditions (bonifications d'intérêts). But this is a matter of practical organisation, to be solved by the technical bodies which, it is to be hoped, will have the task of launching the necessary institutions for implementing the common effort.

38. Your Committee has devoted particular attention to thes idea of a Guarantee Fund, since it felt that such an institution is capable of being easily set up and likely to be highly effective. A Guarantee Fund for non-commercial risks •— e.g. confiscation, nationalisation, obstacles to repatriation of profits and capital — can be established without difficulty, since it requires no large financial contribution from the participating countries, no call being made on the Fund's capital except in cases where the guarantee is to operate.

Experience has shown that the guaranteeing of non-commercial risks entails only insignificant expenditure. A Guarantee Fund, despite the small resources it • demands, may prove extremely efficacious in facilitating capital mobilisation. The Guarantee Fund would be set up by those European and African countries desiring to participate in it, all assisting in its management on a footing of equality and contributing to the coverage of risks. It might be governed, for instance, by the representatives of the note-issuing banks in each member country or region, — and its object would be to guarantee non-commercial risks — i.e. political risks — both for private investments in Africa and for loans floated on the international market by the African authorities. The great advantage of such a guarantee is that it would facilitate the mobilisation of public and private capital and allow lower interest rates to be obtained and it would be given on request to any country floating a loan or benefiting by an investment; the Fund would not give its guarantee until it had verified that the general conditions laid down by common consent of the participating countries were fulfilled. If some such financial organisation, comprising representatives of European and African central banks, were set up, it would establish important contacts, capable of further development. The studies which the Fund would find it necessary to make would result in some co-ordination of investments and economic policies.

39. A Fund of this kind would hardly seem suitable, as such, for providing subsidies to cover interest charges (bonifications d'intérêts); if that were also its object, the participating countries would have to make an annual contribution to the Fund to cover any interest differences which it might be bearing. A better arrangement would perhaps be to set up a separate institution —• a Financial Assistance Fund — since some countries might agree to give their guarantee without wishing to be committed to annual contribution payments. Be that as it may, the foregoing functions, whether they are entrusted to one or two funds, supplement but do not duplicate the action of the multilateral Funds with world or regional responsibilities such as that established by the Rome Treaty. In addition, they would be the first step towards a co-operation which may be expanded as circumstances permit.

4.2. Technical assistance

40. Technical assistance raises fewer political problems than financial assistance, and the resources of the European countries from which Africa might benefit are much greater than would appear. Although there might be a shortage of European technicians able to go abroad to help the Africans, the countries of Europe have all the facilities for training large numbers of African technical staff. Direct bilateral agreements are just as fruitful as multilateral action; both would gain from more effective co-ordination. It should be noted that prospects have recently improved through the creation, at Accra in February 1958, of a Foundation for Mutual Assistance to Africa (F. A. M. A.) under the auspices of the Commission for Technical co-operation in Africa South of the Sahara.[2]

41. The purpose of this Foundation is:

a. to collect and disseminate information on offers of technical assistance to Africa, and on the stated requirements of the African countries;

b. to encourage mutual assistance betveen Governments and the supply of technical assistance to Africa by means of bilateral arrangements;

c. to foster the development of working relations between the various organisations operating technical assistance programmes for Africa;

d. to operate a special fund (the beginnings of a multilateral system) whose resources will make it possible to remove the material difficulties hampering the achievement of a technical assistance programme.

It is further contemplated that this Foundation may merge with the existing " African Foundation for the Exchange of Research Workers and Technicians ", itself managed by C. C. T. A.[3]

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2. The C. C. T. A. is at the moment the only African retional organisation, but its competence is limited to the regions south of the Sahara. It is composed of the Governments responsible for territories in that area: the United Kingdom, France, Belgium, Portugal, the Union of South Africa, Ghana, Liberia, and the Federation of Rhodesia and Nyasaland. Spain, Italy, Ethiopia and Sudan are not yet members. Its aim is to ensure technical co-operation among its Members, and so far its principal activity has been the holding of technical conferences and the adoption of recommendations on technical co-operation. The C. C. T. A. is assisted by the Scientific Council for Africa South of the Sahara (C. S. A.) the function of which is to foster the application of science to the solution of African problems. Technical offices and committees each deal with a particular aspect of co-operation ; an intra-African research fund and an intra-African foundation for the exchange of research workers and technicians are also operated by C. C. T. A.

3. See Appendix.

42. The responsibility of C. C. T. A. however, extends only to the region south of the Sahara, although it was recently decided to include in that area the Sudan, Ethiopia and the Somali coast, which were originally excluded from it. The group of Experts therefore proposes the further expansion of this Commission's geographic competence so that it may, in the first place, cover the entire African continent, including those African countries which are still outside it, and may, in the second place, be open to the participation of all European countries and not only of those having political responsibilities in Africa. The group of Experts also proposes that the resources earmarked for technical assistance programmes of common interest to several African countries should be increased.

43. It must also be hoped that if the Foundation is enlarged in accordance with these suggestions it will maintain very close contacts with United Nations Agencies concerned with technical assistance, so that any overlapping, confusion or practical difficulty may be avoided.

4.3. Trade relations

44. The development of the already large trade between Africa and Europe is rightly considered to be closely linked with financial and technical assistance. Thus in the Rome Treaty the association of the overseas territories with the Common Market is to some extent the counterpart of financial assistance by the Six through the Development Fund.

45. Speaking more generally, no effort to develop Africa could neglect the question of trade relations, since the economy of the African countries, whose domestic market is still very limited, essentially depends on the export of a small number of products.

46. Just as integration efforts in Europe will lead to the liberalisation of intra-European trade and perhaps to the establishment of a European Free Trade Area, so a joint effort by Europe and Africa should bring about a liberalisation of trade both between the two continents and within each of them.

47. Finding that the institution of the Common Market is likely to produce some distortion of trade flows, which may be detrimental to African countries not associated with the Common Market, the Group of Experts has proposed that in the current negotiations for a European Free Trade Area the African countries should be given the opportunity, if they so desire, of becoming associated with that Area. In April 1957, when it was presented with a proposal to this effect, formulated by the Group of Experts in its Second Interim Report, the Assembly did not adopt it in so many words, but suggested in Recommendation 134 that the possibility of association with the Free Trade Area should be open to all overseas countries. Actually, this did not imply any contradiction of the viewpoint expressed by the Experts, but simply that the Assembly had taken into consideration the fact that the territories for which European countries are responsible form zones some of which extend to all continents. It may therefore be difficult to restrict the possibility of association to the African countries alone.

48. B e that as it may, the Experts' proposal is recalled at this stage in order that it may be considered during the negotiations for a Free Trade Area now in progress at 0. E. E. C.

49. Finally, with regard to the difficult question of stabilising raw material prices on the world markets, the Group of Experts has not ventured to propose any concrete steps. It has doubtless shown greater realism in expressing the hope that the African and European countries will try to define a common policy and maintain a common attitude in the appropriate international bodies (in particular, G. A. T. T. and F.A.O.).

4.4. Co-operation machinery

50. Reduced to their minimum terms, the proposals of the Group of Experts visualise:

a. the establishment of one or possibly two Funds to guarantee non-commercial risks and to subsidise interest charges; and

b. in the case of technical assistance, recourse to an existing organisation, the G.C.T.A., whose geographic competence and means of action should be enlarged[4]

Such proposals may well seem unduly modest.

4. See footnote 1 to paragraph 40 above.

51. The Experts have tried to define cooperation machinery within which the aforementioned institutions would operate, namely periodic conferences of the participating countries for the joint study of national development programmes, previously examined and analysed by a permanent secretariat.

52. The Experts consider this point as a cornerstone of their proposals. They feel that if this machinery were set in motion it might well lead to new developments and accelerate the accomplishment of bolder projetcs. No joint effort by Europe and Africa is in any case conceivable without appropriate co-operation machinery, carefully adapted to the tasks allotted to the special institutions that will be set up, and capable of paving the way for fresh achievements.

5. Negotiation procedure

53. The Experts' Report is confined to making proposals for action. If the Assembly adopts them, a decision will be needed on how to carry them out. In this connection, the following questions are relevant:

a. Do the Governments of member countries agree to make a special European effort on behalf of Africa, on the understanding that this will not affect adversely their efforts to help other parts of the world?

b. Do the Governments of member countries agree that this special effort should operate within a regional framework where the participating European and African, countries would co-operate on a footing of equality?

54. If the answer to either of these questions is in the negative, there is no point in going any further and starting new technical studies, which would inevitably themselves arrive at the same two questions. The Governments of member countries must therefore express a clear opinion on these questions through the medium of the Committee of Ministers. It would not appear expedient at this stage to consult an existing organisation (e.g. O. E. E. C.) or one set up for this purpose.

55. Only if an affirmative answer is given can the study be continued, both on the technical and political aspects, preferably with the cooperation of 0. E. E. C. and C. C. T. A. Since there is no African organisation comparable to 0. E. E. C. or the Council of Europe, the participation of C. C. T. A. has the special advantage of securing the collaboration of some of the African countries from the outset.

56. The proposal is therefore that the Committee of Ministers be recommended, once an affirmative and formal reply has been given to the above two questions, to convene, under the joint auspices of the Council of Europe, 0. E. E. C. and C. C. T. A., a conference to be attended on a footing of equality by all the member countries of those organisations and all the African countries. The object of the conference would be to define the common action to be taken for the development of Africa, on the basis of the proposals set forth in the Report by the Group of Experts and recalled above.

Appendix APPENDIX

1. The Commission for Technical Co-operation in Africa South of the Sahara (C. C. T. A.), and The Scientific Council for Africa South of the Sahara (C. S. A.).

2. The Foundation for Mutual Assistance In Africa South of the Sahara (F. A. M. A.).

The C. C. T. A. and C. S. A.

Member countries

1. The two Organisations were established in 1950 by six of the Governments with responsibilities in the part of Africa which lies to the south of the Sahara, namely: Belgium, France, Portugal, Southern Rhodesia (since superseded by the Federation of Rhodesia and Nyasa-land), the United Kingdom and the Union of South Africa. Since then two countries, Ghana and Liberia, have become members of these organisations (1957).

2. Originally these organisations dealt with that region of Africa bounded on the north by a line running along latitude 20° North from the Atlantic coast to the frontier of Libya ; thence southward and eastward along the frontiers of French Equatorial Africa, the Belgian Congo, Uganda and Kenya until it reaches the Indian Ocean. This excluded the North African countries (Egypt, Libya, Tunisia, Algeria and Morocco) and also the Sudan, the Federation of Abyssinia and Eritrea, French, British and Italian Somali-land and the Spanish "Western Sahara (Rio de Oro), although some of them are, from a scientific viewpoint, " South of the Sahara " ; this is why, in 1957, the boundaries of this region were modified so as to include the Sudan, the Federation of Ethopia and Eritrea and the Somali Coast.

3. Moreover, some countries and territories included in this definition of Africa South of the Sahara are not members of the C. C. T. A. and the C. S. A., namely: the Sudan, the Federation of Ethopia and Eritrea, Italian Somaliland and the Spanish territories of Rio Muni and Fernando Po. The admission of new members must receive unanimous approval. Within the limits of their competence, the C. C. T. A. and the C. S. A. may co-operate with non-member countries and international organisations.

Objects and functions

C. C. T. A.

1. The object and functions of the C. C. T. A. were finally laid down by the Intergovernmental Convention signed in London on 18th January 1954. The Organisation is responsible for ensuring technical co-operation between the territories in Africa South of the Sahara for which its Member Governments are responsible. Its functions are as follows:

1.1. to concern itself with all matters affecting technical co-operation between the Member Governments and their territories;

1.2. to recommend to Member Governments measures for achieving such co-operation;

1.3. to convene technical conferences as agreed by Member Governments;

1.4. to supervise, from the financial and general points of view, the work of the organisations placed under its aegis and make recommendations thereon to the Member Governments;

1.5. to make recommendations to the Member Governments for the setting up of new organisations or the revision of existing arrangements for securing technical co-operation within the territorial scope of the C. C. T. A.;

1.6. to make recommendations to the Member Governments with a view to the formulation of joint requests for technical assistance from international organisations ;

1.7. to advise Member Governments on any other subject in the field of technical co-operation which the Member Governments may bring to its notice ;

1.8. to administer the Inter-African Research Fund and the Inter-African Foundation for the Exchange of Scientists and Technicians.

The C. S. A.

1. The functions of the C. S. A. are defined in the Constitution as follows:

1.1. to act as Scientific Adviser to the C. C. T. A.;

1.2. to study, on its own initiative, or at the request of the C. C. T. A., what research projects of common interest could usefully be suggested to the Governments concerned and to institutes or agencies for research;

1.3. to maintain close relations with the intergovernmental scientific and technical Bureaux which exist or may be created in Africa and, if so requested, to assist them in every way possible;

1.4. to encourage and establish contacts between the research workers in the same or related scientific fields or in the same geographical regions;

1.5. to facilitate the exchange and movement of scientific workers between the different territories and countries concerned and, if so requested, to advise on their training;

1.6. to collect and distribute as may be required reports and information of general value concerning scientific workers, scientific equipment and specialist libraries, and to facilitate the use of such equipment and libraries ;

1.7. to suggest to the Governments concerned, through the C. C. T. A. the convening of conferences of a scientific character and to facilitate meetings of groups of specialists.

In addition, the G. S. A. is responsible for the preliminary study and the preparation of joint technical and research projects financed by the Inter-African Research Fund under CCTA administration.

Organisation

1. The C. C. T. A. meets at least once a year. It is composed of one representative of each Member Government, who may be assisted by alternates and technical advisers. The recommendations and conclusions of the C. C. T. A. are submitted to the Member Governments for unanimous approval and for implementation in the territories concerned. The C. S. A. also meets at least once a year, in Africa. It consists of persons eminent in their particular spheres who are either working in or specially concerned with Africa. Between them they cover the main scientific disciplines which are important in the present stage of Africa's development. As members of the C. S. A., they are not responsible individually to the countries from which they happen to be drawn, but their primary allegiance is to the advancement of science for the benefit of the region as a whole.

2. Technical Bureaux and Committees [see paragraph 4, sub-paragraphs (4) and (5)] deal with specific aspects of regional and inter-territorial co-operation in Africa South of the Sahara. They are as follows:

Inter-Africa n Bureau for Soils and Rural Economy (B. I. S.).

Tsets e Fly and Trypanosomiasis Permanent Inter-African Bureau (B. P. I. T. T.).

Internationa l Scientific Committee for Trypanosomiasis Research (I. S. C. T. R.)

Inter-Africa n Bureau for Epizootic Diseases (I. B. E. D.).

Inter-Africa n Advisory Committee on Epizootic Diseases (I. A. C. E. D.).

Inter-Africa n Labour Institute (I.L.I.).

Inter-AfricanjLabou r Advisory Committee.

Inter-African Pedological Service (S. P. I.).

Inter-African Scientific Correspondent for Geology.

Inter-African Committee on Statistics (C. I. E.).

Panel of Nutrition Correspondents.

Comité interafricain des Sciences humaines.

Inter-African Committee for Social Sciences.

Inter-African Centre for Information and Liaison in Rural Welfare.

Inter-African Committee on Housing.

Inter-African Committee for the Mechanisation of Agriculture.

Inter-African Research Fund.

Inter-African Foundation for the Exchange of Scientists and Technicians.

Regional Committees for the Conservation and Utilisation of the Soil.

Southern Africa (S. A. R. C. C. U. S.).

Western Africa (C. R. 0. A. C. U. S.).

Eastern Africa (C. R. E. A. C. U. S.).

Central Africa (C. R. A. C. C. U. S.).

Regional Committees for Geology (West-Central and Southern-Central).

3. A joint Secretariat serves the two parent organisations. It has two seats, one in Europe (London) for the C. C. T. A. and one in Africa (Bukavu) for the C. S. A. It is administered by a Secretary-General, assisted in London by an Assistant Secretary-General and in Bukavu by a Scientific Secretary.

4. The C. C. T. A. and the C. S. A. maintain contacts with such international Organisations as F. A. O., W. H. O., UNESCO, W. M. O. and I. L. 0., and will non-governmental agencies. They have sponsored the organisation of numerous technical conferences on questions relating to agriculture (soils, stock-breeding, mechanisation of agriculture...) public health (rabies, malaria, nutrition, medical co-operation, trypanosomiasis...), education, rural economy, housing, co-operative societies, statistics, etc.[5]

Inter-African Research Fund and Inter-African Foundation for the Exchange of Scientists and Technicians

1. These two bodies under CCTA administration were founded recently and give the C. C. T. A. and the C. S. A. wider scope for action in the fields of technical and scientific assistance, for they have they special characteristic of being able to receive contributions from non-member Governments of the C. C. T. A. and from sundry organisations.

2. Inter-African Research Fund. The object of this Fund is to promote joint scientific research and technical projects in the following categories:

Broad surveys, including information and liaison work on all questions which could not profitably be dealt with by the institutions and existing staff of the G. G. T. A. and G. S. A.

Research on problems which involve uniform study by small highly specialised staffs operating over wide areas.

Research on problems which affect many countries but which can be investigated initially in one limited area.

To this end the Fund may receive financial grants and contributions in kind or services from Member Governments, non-Member Governments and organisations interested in scientific and technical cooperation in Africa South of the Sahara.

3. Inter-African Foundation for the Exchange of Scientists and Technicians. The object of the Foundation is to promote, arrange, and/or endow facilities for scientists and technicians employed in the territories of Member Governments in Africa South of the Sahara to undertake such scientific and technical studies and/or training in any territory of another Member Government in Africa South of the Sahara as will conduce to the general interest. Member Governments contribute to the Foundation by granting facilities within their own territories, or by any other means which may assist in the realisation of the objectives of the Foundation. Subject to the approval of the C. C. T. A., the Foundation may accept contributions from non-member Governments and other sources.

5. For details of these conferences and their conclusions, see the Report published in 1956 by the C. C. T. A. and C. S. A. under the title : Inter-African Technical and Scientific Co-operation, 1948-1955.

The F. A. M. A.

1. At the beginning of 1957, the C.C.T.A. undertook the study of a work programme for technical assistance to Africa South of the Sahara; the programme was largely founded on the Colombo Plan. Finally, at an Extraordinary Session held at Accra in February 1958, the C. C. T. A. adopted the following statutes of a Foundation for Mutual Assistance in Africa South of the Sahara, to be known as F. A. M. A.

Statutes of the F. A. M. A.

Preamble

The Governments of Belgium, the Federation of Rhodesia and Nyasaland, France, Ghana, Liberia, Portugal, the Union of South Africa and the United Kingdom of Great Britain and Northern Ireland, being Members of the Commission for Technical Co-operation in Africa South of the Sahara, hereafter referred to as " the Commission ",

Having observed that, in order to assist the social and economic development of territories in Africa South of the Sahara, there is a need for new measures of technical assistance to supplement that which is already provided by Governments or through international organisations ;

Desiring to promote mutual assistance and technical co-operation within the region and thus to advance the objectives of the Agreement for the establisment of the Commission signed in London on 18th January 1954,

Have resolved that a scheme should be organised to facilitate the provision of additional technical assistance ; and, to this end,

Have decided as follows:

ARTICLE I

There shall be established, under the aegis of the Commission, a Foundation for Mutual Assistance in Africa South of the Sahara, hereafter referred to as " the Foundation ".

ARTICLE II

The Foundation shall be under the direction of the Commission and shall be administered by a Secretariat which shall be combined with the Joint Secretariat of the Commission; this Secretariat shall consist, under the supervision of the Secretary-General of the Commission, of a Secretary and such other staff as maye required.

ARTICLE III

The purpose of the Foundation shall be to assist in the provision to the countries and territories in Africa South of the Sahara of technical assistance, such as:

a. the services of experts, instructors or advisers;

b. the training of personnel;

c. the supply of equipment for training purposes.

ARTICLE IV

To this end the Foundation shall:

a. collect and disseminate information on offers of and requests for technical assistance in the region ;

b. promote the provision of technical assistance to and within the area of Africa South of the Sahara by facilitating bi-lateral arrangements between donor and receiving countries •when requested to do so by the parties concerned; and

c. maintain co-operative relations with the various organisations operating technical assistance programmes for the benefit of Africa South of the Sahara.

ARTICLE V

The technical assistance provided under the aegis of the Foundation shall be arranged bilaterally between donor and recipient Governments, the terms and conditions being fixed by the parties concerned. Bi-lateral arrangements shall not exclude joint schemes where more than two parties are involved.

ARTICLE VI

The Commission shall determine the procedure whereby Governments in the area seeking assistance shall submit their requests and whereby offers of assistance shall be made known. • The parties concerned may avail themselves of the services of the Foundation for the transmission of offers and requests, or may communicate direct with one another (the Secretariat being kept informed).

ARTICLE VII

Member Governments of the Commission shall indicate annually the extent of the technical assistance which they are in a position to make available.

ARTICLE VIII

A Central Fund may be established, to be used in exceptional cases to facilitate the realisation of specific programmes of technical assistance arranged bi-laterally.

ARTICLE IX

The Governments of countries in the area of Africa South of the Sahara which are not Members of the Commission shall be eligible to request and receive technical assistance under the aegis of the Foundation.

ARTICLE X

The Commission may make such arrangements as seem desirable to enable Governments which are not members of the Commission, or other organisations, to channel their offers of assistance to the area through the Foundation.

ARTICLE XI

The Secretariat of the Foundation shall prepare an annual report on the activities of the Foundation; this report shall be presented to a meeting to be convened at a time and place to be determined by the Commission.