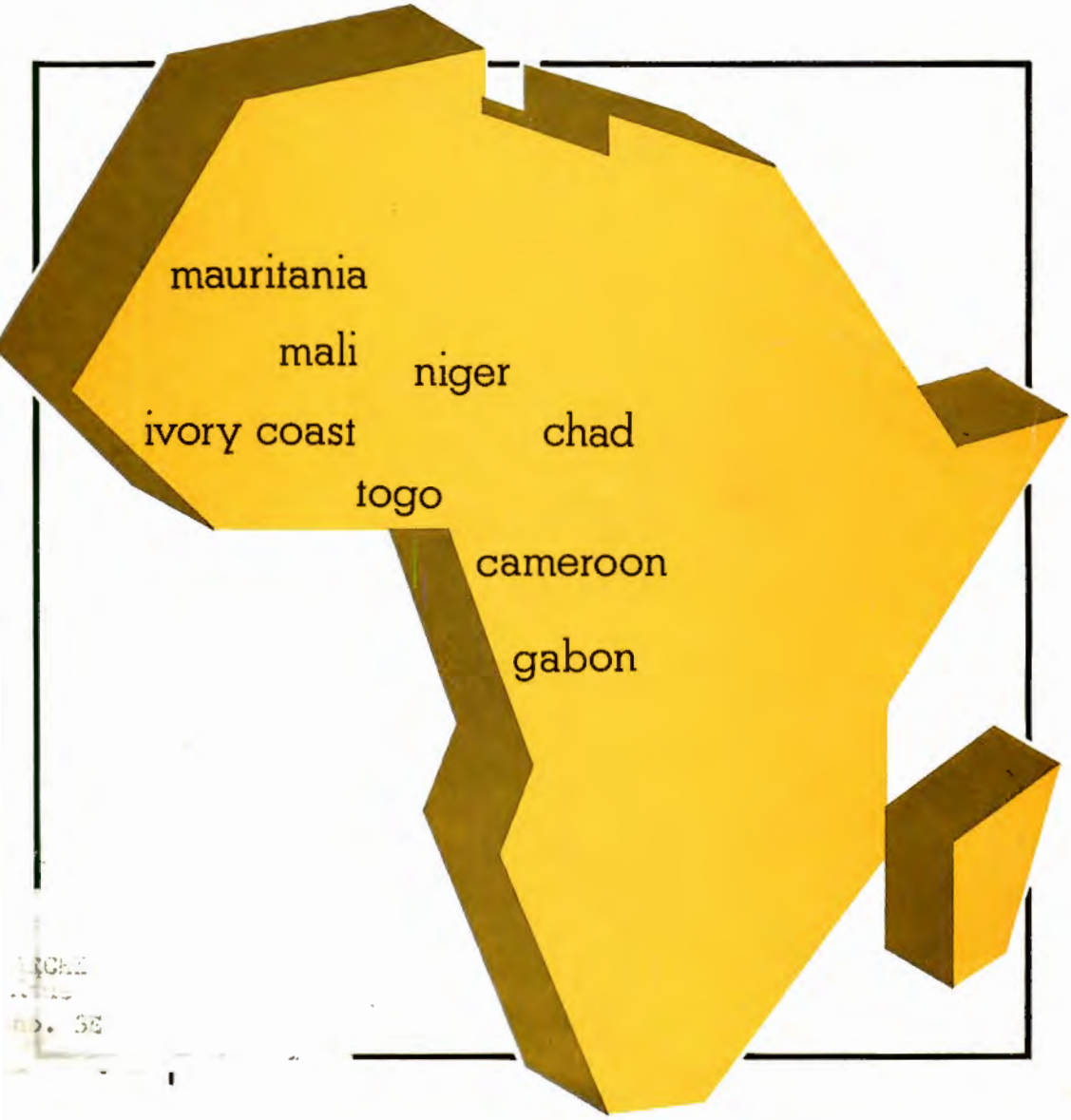
children, youth, women and development plans: the lomé conference



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children, youth, women and development plans

in west and central africa

cameroon, chad, gabon, ivory coast
mali, mauritania, niger, togo

Report of the conference of ministers held in Lomé, Togo – may 1972

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Unicef
Regional Office
for West and Central Africa
Abidjan

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This volume was originally published in French.

The Lomé Conference was organized by the Unicef Office for West and Central Africa, under the supervision of Mr. Cheikh Hamidou Kane, assisted by Mr. Pierre-Emeric Mandl, Planning Officer, and with the co-operation of Dr. Georges Sicault, Dr. François Rémy and Mr. Bernard Lecomte, Consultant.

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Montreux, Switzerland

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P.O.Box 4443, Abidjan, Ivory Coast.

Contents

Lomé: a first step forward

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The holding of the Technical Seminar and Ministerial Conference at Lomé in May, 1972 represented in some way the first-fruit of a work programme which covered nearly three years. Looking back over the successive stages of that programme, we find that they consisted mainly in frequent interchanges and consultations over problems of children and youth between Unicef and some countries in the region.

As time passed by, the mandate assigned to Unicef by the United Nations was expanded to cover all the main aspects of child protection, health and education. In view of this expansion, certain African beneficiary countries decided, around 1964/1965, to approach Unicef with requests for aid in integrating the children/youth/women group in their development plans and their execution.

Unicef complied by arranging for the appropriate studies to be carried out by foreign experts chosen by the countries themselves. However, such a procedure did not prove entirely satisfactory. Another approach was explored by asking a team of Unicef officials to draw up a document enabling those countries which so desired to conduct such studies themselves, with the part-time help of consultants.

This document was provided to eight countries within the region towards the end of 1970 or in early 1971, and inspired the studies prepared by Cameroon, Chad, Gabon, Ivory Coast, Mali, Mauritania, Niger and Togo. It was agreed that the consultants[1] chosen to assist them should participate in the work only when required, the chief responsibility falling upon the Ministers and civil servants designated for the task.

[1] The consultants were: Mrs. Dussauze-Ingrand, Miss Desbruyères, Mr. Bugnicourt, Mr. Fara N'Diaye, Mr. Fall, Mr. Campagne, Mr. Célestin and Mr. Mostefaoui. At the regional level, Mr. Bernard Lecomte, Dr. Georges Sicault and Dr. François Rémy provided Mr. Pierre-Emeric Mandl and myself with effective and understanding assistance.

The national studies

Thus, the survey was really conducted from beginning to end by the countries themselves, on instructions from the Heads of State and under their supervision. In each case, responsible officials were called in from the Ministries of Planning and the Ministries dealing with public health, education, youth, social affairs, agriculture, public works, etc. The provincial and local authorities, young people, and women's associations also shared in the undertaking.

As a result, the national studies were prepared, approved and circulated, and all those who have received and perused them have paid tribute to their excellent quality and very full coverage. One new feature of these studies, with respect to the theory and practice governing children/youth/women policy, was to determine and underline the importance and rôle which should be allotted to this group in current Economic Development Projects.[1]

We recommend the perusal of these studies to all those, within or outside the countries concerned, who are involved in the problems of the children/youth/women group and its relationship to national development policies.

The studies produced were considered in detail, over a period of months and at a number of meetings, by working groups of Unicef consultants and officials. The tentative summary, the excellent quality of which has been praised by all its readers, was the result of this careful examination.

The object of this preliminary summary was to try to present a comparative view of the situations observed in the different countries and described in the national studies, to attempt to detect and reveal any likely "dead ends" in the policies practised, and to indicate possible approaches for the introduction of a new children/youth/women policy in certain key spheres.

The two major aims which we assigned to this preliminary summary, however, were firstly, to permit consultation between the countries concerned, and secondly, to establish or encourage exchanges of views concerning the children/youth group between those countries and the aid sources and then between the aid sources themselves.

[1] See the chapter on *Economic Development Projects* in this volume.

Defining the possible approaches

The next step was to give an opportunity—for the first time since we embarked on this investigation—to the authors of the studies in the various States, the Aid agencies concerned, and Unicef, to meet and hold discussions, with all the information in hand. This opportunity was provided at the Technical Seminar and the Ministerial Conference held at Lomé from 15th to 26th May 1972.

We worked together to good purpose, despite the diversity of our respective methods and fields of activity, that diversity merely reflecting the imperfection of our instruments. We all learnt something from each other, which was as it should be, given the complexity of the problem we were considering. We defined some possible approaches. Our conclusions appear in this report on the Conference, which combines in a single document the final version of the preliminary summary produced by Unicef as well as the reports of the working groups in the Technical Seminar and the Ministerial Conference.

The views expressed at the Conference enabled each of us to form a sufficiently clear idea of what was expected of us in serving the interests of the children/youth/women group within the general development effort. Apart from that, however, the contacts and working arrangements which we began to establish among ourselves should obviously be maintained and strengthened.

Enriched and humbled

In the interests of children, we must seek to aggregate our resources and combine our efforts. In doing so, we shall merely be moving in the direction of an irreversible trend of the present-day world. If we are to believe Pierre Teilhard de Chardin, *"it is easier to stop the earth from turning than to prevent the totalization of the world"*.[1]

At the end of these three years of work, and after this Conference, all those who participated are likely to feel both enriched and humbled. Humbled because, where children are concerned, they have measured the limits of what they know by virtue of their own specific field, whatever it may be. Yet as they went along they

[1] *"On empêcherait la terre de tourner plutôt que le monde de se totaliser."*

will also have felt enriched with the new knowledge they have acquired in the course of this long undertaking, which started as a means of exchanging experiences and techniques between all those taking part. That concern for the child should be a source of knowledge is indeed proof that, paradoxical as it may seem, in truth *"the child is father to the man"*.

Part **1**

Preliminary Summary on National Studies

This document was prepared for the Lomé Conference in an attempt to extract the main points emerging from the studies undertaken, at the request of Unicef, by eight African Countries on the theme: "Children, Youth and Women in Development Plans". It was drafted by a small group of consultants and officials of Unicef. This signifies that, in no way, does it presume to be a synthesis or condensed version of the country studies.

Following the order of the principal subjects examined, the preliminary summary points out the experiences, problems and observations in relation to these eight countries. In this respect, it calls for constant reference to the text of the original studies which, alone, commits the countries concerned.

The 0-19 age group as a percentage of the population by country

Gabon	Cameroon	Ivory Coast	Togo	Chad	Niger	Mali	Mauritania
44%	51%	52,5%	54%	52%	56%	58%	50%

Source: National reports except Togo, Chad: United Nations Demographic Yearbook 1971.

Children and youth in development plans

Objective of the synthesis

The studies were carried out in eight countries, using the same framework, and sought to analyse the methods currently used to meet the basic and felt needs of children and youth from the prenatal period up to the age of 19.

The primary aims of those studies were:

a) To enable the countries themselves to identify and systematically analyse deficiencies in the fields studied. The analysis was made by age group not only at the national level, but also by region and type of situation (geographical area or social environment), by determining the percentage of the country's population affected by these deficiencies;

b) To enable the countries, after this first phase of general—but somewhat imprecise—identification, to carry their analyses a step further, in order to determine the priority needs to be met to protect children and youth groups, to prepare them for life and to help integrate them in communities; and, in so doing, to consider a new way of allocating resources (cadres, budget and aid) which would be more appropriate than that currently in use;

c) To prepare the way for new planning methods. Thus, in order to facilitate the formulation of priority actions, the analysis was oriented towards identifying, by region, or by area, the interrelationship between the deficiencies and causes, resources mobilized, results and people involved. Indeed, accurate knowledge of these interrelationships makes it possible to see how best to mobilize resources around key operations.
In this part of the study, which was new and intersectoral, frequently no more than a beginning was made, but it captured the interest of all the work teams.

The eight studies, carried out with a realistic approach to specific national data, are as diverse as the situations of the countries concerned. However, they clearly indicate similar priority needs and convergent concerns. They raise the same fundamental questions, which go beyond the mere needs of children and suggest the necessity of and the modalities for achieving significant progress

in knowledge, institutions and methods of development, both for the preparation of policies and plans and for their implementation and financing. In short, they provide a basis for a political appraisal of development in Africa today.

It therefore seemed that a written presentation of the common problems, supplemented by an indication of the different experiences, would be the best introduction for the proceedings of the Lomé Seminar and Conference.

The basic aim of this report is to point out, at least in summary form, the problems and possible solutions, in order to facilitate the task of national participants who will also have available each of the eight national studies.

The position of children and youth according to the national studies

It is striking to note that children-youth groups rate highly in the concerns expressed at the level of the general policy options of the eight countries. Moreover, a very significant portion of the general State budget is devoted to those groups. However, in the application of accepted principles and the utilization of allocated resources, a number of limiting factors come into play and are implicitly or explicitly referred to in all the studies:

a) In none of the eight countries is there a specific component in the development policy for children and youth. What is essentially missing is the logical link between potential and envisaged development, and the preparation and welfare of youth for the purpose of realizing that development (with youth participation). Also absent is a description of obstacles encountered, results obtained to date, and those to be achieved in the future through corrective methods. This logical interrelation, which forms the basis for a children-youth strategy in and for national development, does not exist, although it exists for the large agricultural or industrial sectors.

b) At the beginning of the survey the place of children and youth in development policy could only be measured by two indicators:

— The proportion of the population represented by the 0-19 age group: from 44 per cent (Gabon) to 58 per cent (Mali) of the national population;

— The proportion of expenditure primarily for children and youth in the national operating budgets: from 19 to 38 per cent (1970).

This expenditure, known as "public social expenditure" was almost everywhere listed as being allocated only to the so-called *social* ministries, i.e. those responsible for education, health, social affairs, youth and sports.

In all the countries, little importance is attributed to children and youth in the concerns of the so-called economic ministries: for example, in most of the national studies, an analysis of the employment rate among young people was only carried out some considerable time after the drafting of the interim report.

c) General education is the major concern at present in development plans with regard to children and youth, as reflected in the apportionment of the country's resources.

In the national public budgets (since none of the analyses gives an estimate of private and external resources) the largest share of the resources allocated to the 0-19 age group is devoted to schooling for the 6-14 age group and represents from 28 to 48 per cent of the social expenditure of the budgets. Next comes expenditure on secondary and technical education, followed by expenditure on health. The budgets for social affairs, youth and sports are most often very small (from 2 to 6 per cent of social expenditure).

In each case the resources derived from various social insurance schemes must be added to these budgets. Those funds (which are far from negligible since they represent in some cases 50 per cent, and in one case 200 per cent, of the Ministry of Health's budget) are exclusively reserved for the families of wage-earners (1.6 to 11 per cent of the population).

d) The comparison of public social expenditure (excluding external aid) per capita and by country shows that situations vary considerably, with some countries having 10 times more resources than others.

e) The percentage of expenditure on social affairs and youth in national budgets, following a period of exceptionally rapid relative growth, tends to remain stationary and in several cases is declining.

The situation of children and youth groups as described in the national studies

Major problems

Despite the option exercised and the effort made, the *de facto* situation described in all the studies indicates the seriousness and urgency of *problems which have not yet been solved.* The most important of these (in all the studies they were given the same priority rating) are:

1) High mortality/morbidity rate, particularly in the 0-4 age group;

2) Inferior status of the majority of women and girls (in particular those in rural areas where schooling is not readily available), a group which is

frequently ignored by planners and whose education is handicapped from childhood;

3) Deficiencies in food and nutrition, with particularly serious consequences for the 0-4 age group;
4) Unemployment and underemployment of young people;
5) Migratory movements of young people to towns in the interior of the countries or abroad;
6) Disparities between urban and rural areas, regions and social groups.

Lack of basic policies

The situation is such as to underscore the absence (or serious inadequacy) of policies in fields directly related to children and youth. With the exception of specific aspects in certain countries, these lacunae largely concern:

1) Population policy: redistribution; migration (internal or external); spacing of births...;
2) Food and nutrition policy in relation to the rural economy and nutrition and health education: a policy which concerns women in particular since they are the main producers of food;
3) Policy for the protection and advancement of women particularly in rural areas (transportation, overwork, age of marriage, dowry, status...);
4) Policy of putting young people to work and its corollary, namely, policies for creating employment opportunities;
5) Policy for environmental services and sanitation and water resources policy, particularly rural water supply and its utilization (hygiene, gardens, etc.).

Wrong choice of existing policies

The situation also calls for a critical appraisal of the policies applied in the fields where they exist and where they adopt a sectoral approach:

1) Educational policy, essentially school education, with an extremely low internal success rate (high costs, waste, repetition of classes) which leads to a misfit "product" and tends to accentuate social disparities rather than contribute to national unity;
2) Health policy, which restricts health services to the means at their disposal, with the result that only a small part of the population is covered, and the means are inadequate even within these limits;
3) "Social" policy, which is necessarily limited because it deals on an individual basis with marginal cases;

4) Youth policy, which is necessarily limited to the construction of a very small number of playing fields or youth centres which are often under-utilized;

5) Community development policy and the organization of the community for participation in social and economic progress, which is inadequately funded and often non-existent as far as women and young people are concerned.

The topics proposed

The analysis of the situation, as carried out by all the countries, points primarily to three main topics which should provide a specific framework for common concerns.

a) *Problems of the 0-4 age group and mothers,* and, consequently, of women, whose role is decisive in this respect. These are the most vulnerable groups and ultimately the most neglected despite the fact that this quasi-neglect has the most serious consequences not only in the long term, as is obvious, but also in the short term (role of women in production).

b) *The problems of water and environmental sanitation and services,* in relation to the children-youth group. Consideration of this subject should result in a concrete approach to a number of questions raised by the national studies, particularly the problem of water and all that it implies.

c) *The problems of integrating young people in development activities.* The national studies clearly call for consideration of the education and training problems, not in the narrow sense of education to prepare for employment, but in the sense of possible integration in working life through education and training in the most widely accepted sense of the term (creativity; ability; expression).

On this basis, and because any conclusions of the study undertaken from the three viewpoints explained above will have to be put into practice, the national studies have equally clearly indicated two problems at the level of development planning and implementation of the Plan:

d) "*Economic development projects*" in relation to children-youth-women groups, viewed both from the point of view of their effect upon these groups and the possible participation of youth in those operations.

e) *Planning*, its aims, methods and implementation, in relation to children-youth-women groups.

On this last point which is fundamental (all the national studies show the extent to which their authors are aware of it), it is evident that a children-youth

approach uncovers problems which concern overall development and development policy. At present, planning is based only on attainment of medium term objectives and human resources are taken into account only as an afterthought. Planning is based on an administration whose relationships are often distorted from the outset, with external aid pursuing objectives that are not necessarily national objectives, and with a population which expects everything from an administration which expects nothing from them.

The national studies show, however, a definite desire to improve the situation step by step, and their authors believe that an approach to children-youth-women problems can prove very constructive in this respect.

Mothers and children in the 0-5 age group

Summary of national studies and main topics

The eight countries emphasized the close interdependence between the well-being of the child and that of the mother and showed to what extent the satisfaction of the needs of mothers and children in a rural environment depends as much on environmental measures (drinking water, food production), the education of women (and of the population as a whole) in matters relating to health, nutrition and agriculture, and alleviating women's work as on the number of MCH centres and rural health posts; furthermore, the coverage provided by these facilities is blatantly inadequate both quantitatively and qualitatively and will remain so for some time to come.

The eight national studies placed stress on the unexpectedly wide disparities in the satisfaction of the needs of mothers and children in the various strata of the urban population and particularly the disparities between urban and rural areas.

The following were the main topics highlighted by the studies:

— Mothers, children and pregnant women are more often than not malnourished and do not always have enough to eat.

— The vast majority of pregnant women, mothers and infants receive neither advice nor care.

— The workload of women and girls in the rural environment is deemed excessive.

— The national studies raised the question of birth spacing.

— The situation with regard to the status of women and legislation designed to protect the family is deemed unsatisfactory in most of the countries.

A separate paragraph is devoted to each of these groups of needs and measures for meeting them. The final paragraph presents guidelines for a discussion of systems of assistance to mothers and children in the 0-5 age group.

Malnutrition and under-nourishment in pregnant women, mothers and children

The situation in the rural environment

All eight countries drew attention to widespread and serious malnutrition in pregnant women, mothers and children and, in some instances, to the existence of serious situations of under-nourishment. The effects of malnutrition are not negligible. On one hand, it substantially weakens the system's resistance to infectious diseases, while, inversely, some of these diseases (such as measles) may create susceptibility to kwashiorkor. On the other hand, infant malnutrition has negative and sometimes irreversible effects on the physical, intellectual and emotional development of the child.

It is noted in many studies that the nutritional situation is better in cattle-raising areas.

The most common causes of malnutrition and under-nourishment are as follows:

a) In the Sahel, food shortages are often due to a gap in supply at the end of the dry season. When this is acute, it is reflected in an increase in the infant mortality rate. We might speak of "seasonal mortality".

b) The inadequacy of food-crops programmes, to which attention was drawn by all eight countries.

c) Under-nourishment is due to inadequate food supplies or monetary resources in the event of a poor harvest of cash crops or a slump causing a sharp reduction in family income. Moreover, there is a high population density in areas with a low agricultural yield.

d) Food taboos and parental ignorance play a not insignificant role in malnutrition in pregnant women and in children, as these usually relate to animal proteins. Stress is also laid on the casualties noted among pregnant women who observe Ramadan. All the studies say that there should be a vigorous campaign against food taboos. Two countries point out that the education of women alone is not enough and that it is necessary to arouse public awareness.

e) The most common form of malnutrition begins at six months of age, when the mother's milk is no longer sufficient by itself. Most of the studies express concern about women's lack of knowledge about the various acts which should be performed at the weaning period (abrupt or premature ending of breast feeding, the absence of gradually introduced transition foods): the education of mothers and perhaps of fathers also appears to be necessary in all the countries surveyed.

In the urban environment

The eight countries showed that malnutrition in mothers and children is not a phenomenon unique to the rural environment, but is sometimes even more acute in peri-urban areas.

Most of the countries drew attention to the immediate effects that malnutrition in pregnant women has on childbirth (miscarriages, hyperanaemic women in labour, underweight babies, undersized babies, etc.). Infant malnutrition is due as much to food habits and ignorance of the child's nutritional needs as to a lack of food and, in particular, of weaning foods at prices that economically disadvantaged urban population groups can afford.

How can mothers and children be better fed?

The national studies showed that the problems of malnutrition and undernourishment were more serious than had been thought, in both rural and urban environments, and suggested a number of measures aimed at changing the situation or remedying its effects.

a) *Firstly, by measures to increase and improve food crops...*

Almost all regions throughout the eight countries suffer in varying degree from quantitatively and qualitatively inadequate food supplies and incomes that preclude the purchase of nutritionally sound food. The food distribution networks and food industries are not sufficiently organized:

— The eight national studies therefore stressed the need to protect existing food crops from unduly strong competition from export products in order to safeguard consumer self-sufficiency.
— They also agreed that it was necessary to include a special component for food crops in major agricultural developments projects.
— It was suggested that the technique of quadrennial crop rotation (e.g. cotton, millet, ground-nuts, fallow) might be applied in order to balance food crops and cash crops.

b) *... Carried out by women, who are the main producers:*

— Two countries currently have projects for providing agricultural training for rural women. Such training should be further extended, because almost everywhere it is the women who bear the main responsibility for the cultivation of food crops.

c) *... And including the cultivation of gardens and hence also rural water supply projects:*

— Six of the eight studies advocate an increase in vegetable growing and small animal raising, stressing that, in the case of the Sahel zones, this is bound up with the problem of water (the digging of wells).

d) *Secondly, by nutrition education:*

This is universally advocated but few examples of successful programmes are given; nevertheless, seven out of the eight countries stressed the need for the nutrition education of mothers in rural and urban areas, using, *inter alia,* the radio and all the services ("animation", etc.) and structures operating at the village level.

e) *Thirdly, by the use of a low-cost weaning food:*

Five out of the eight countries stressed the advantages to be gained, particularly in urban areas, from a weaning food priced low enough to make it accessible to the least well-off strata of the population, who have the greatest need for it and who cannot afford the products of this kind currently on the market.

f) Such measures would, however, be effective only if *implemented within the framework of food and nutrition policies drawn up zone by zone for each country.*

Priority policies for keeping children alive and preparing them for life have not yet been established in any of the eight countries. The first steps in this direction might perhaps be the joint formulation of such policies by groups of planners, nutritionists, agronomists and educators.

The protection of pregnant women, childbirth and child care

In the rural environment, mothers receiving care and assistance are the exception

The widespread under-nourishment of pregnant women in rural areas is made worse by the lack of prenatal care. The concept of mutual assistance is weakening, and women have to continue the strenuous physical exertions and long journeys entailed by their roles as producers and housewives right up to the day of confinement. In all the countries, a considerable proportion of the women (43 per cent at best, 95 per cent at worst) give birth alone, outside of any health facility, in the traditional manner, assisted by a female relative or midwife. The national studies stressed the drawbacks of these traditional methods from the point of view of the well-being of mother and child and possible hazards, such as umbilical tetanus, puerperal infections and complications during delivery (dystocia). The studies showed that in rural areas only people living in the immediate vicinity of rural health posts and hospitals with maternity wards in major towns were able to avail themselves of their services.

Distance from health facilities, lack of equipment to care for women who go into labour and give birth on the way to the hospital, the cost of living

away from home and the feeling of uprootedness in a strange environment are all factors contributing to lower than anticipated occupancy rates in hospitals with maternity wards and health posts in the rural areas.

In the urban environment wage-earning women and wives of wage-earners receive distinctly better care, while the care given to others is still mediocre.

The protection of pregnant wage-earning women is guaranteed by law. The national studies show that it is mainly the wage-earning sector which avails itself of the services of the hospitals with maternity wards and MCH centres. Regular visits to the centres establish eligibility for prenatal and family allowances, which are restricted to the public and private wage-earning sector.[1]

The majority of the other women usually use traditional methods and come to the MCH centre only in serious cases, often when it is already too late or only for delivery.

How can mothers and children be better protected in rural areas?

a) In view of the difficulty of obtaining more human and financial resources for ensuring satisfactory coverage in rural areas, some countries are suggesting, as the first stage, the training or retraining of acknowledged local midwives. They might be provided with modest transport facilities and obstetric kits out of funds partly contributed by the local population.

b) Health education for women: the eight countries drew attention to the great importance, in the circumstances, of health education for women and for the population as a whole, using, *inter alia*, the radio and all the services (animation, primary school teachers, etc.) operating at the village level, in order to inform them about children's needs. Such an educational advance is, moreover, essential to render effective:
   — The introduction of village water supply systems and environmental sanitation (the elimination of faecal hazards in particular).

c) The establishment in the villages of centres equipped with stocks of everyday medicaments and staffed by volunteer village health workers, to provide low-price drugs; this might yield valuable experience for other countries. These auxiliary workers should also play a role in disease prevention by providing health and nutrition education.

d) Voluntary nivaquine (anti-malarial) treatment financed partly by the local population.

[1] In urban areas, only wage-earning women, or between 1 and 3 per cent of the total active wage-earning population, are entitled to maternity leave; the others must work up to the time of delivery and resume their activities immediately afterwards.

How can mothers and children in urban areas be better protected?

According to the national studies:

a) Protective measures should begin with housing, drinking water and sewerage; the provision of these urban facilities should be ensured prior to the settlement of suburban areas.

b) An increase in the number of Maternal and Child Welfare Centres and the neighbourhood clinics.

c) Giving local inhabitants, both wage-earners and non-wage-earners, access to company health centres and family allowance agencies.

d) Co-operation between family associations and paid personnel (e.g. nurseries).

Excessive work of women and girls

In the rural areas women—in most regions—are overworked

The eight countries drew attention to the disproportionate amount of work done by women. It is women, from the earliest age, who do most of the work.

In the first place, women are responsible for a considerable portion of the agricultural output. In many regions, they do 50 per cent of the work on the family's land. In addition, they do almost all of the work on their own land, which sometimes produces the food for the whole family, including the young children.

In addition to this full-time agricultural work, there is also housework and, in most cases, the transport and marketing of produce at the village level.

The eight countries expressed concern about the effects of this state of affairs on the welfare of mothers and children and, more generally, on rural development.

In the urban areas, there are tremendous disparities

Although they are better off than women in the rural environment as regards the amount of work they must do, women in urban areas are faced with two types of difficulty. The first is general: the insufficient income of the majority of women outside the wage-earning sector makes it impossible for them to acquire the essential commodities and primary products that the family needs, and it is difficult for them to find any way of supplementing their income. The second is peculiar to newcomers from rural areas; the latter find it difficult to adjust to a totally new environment and are underemployed. We should also mention the frequent instances of husbandless women with dependent children.

How can the workload of mothers be reduced?

a) The studies suggest a number of ways of lightening the workload of women in rural areas, such as:

— Arranging for a mother or girl to take care of the children of a group of families during the agricultural working day (village day-care group);
— Increasing water points, wells and general distribution facilities (fetching water and wood);
— Reafforestation of land near villages (wood-gathering work);
— The organization of granaries;
— Distribution of light transport facilities for crops, water and wood;
— Distribution of equipment for fishing and fish processing by hand-worked machinery;
— Providing communities with light machinery for grinding millet and grain.

These methods should be applied in every village. However, at the moment, there are very few Government departments which are likely to promote them at this level; moreover, some technical solutions have not yet been tested (e.g. convenient individual transport facilities).

Other suggested actions call for less miscellaneous but more costly means, e.g.:

— Development of small food industries;
— The provision of ready-made foods for children.

b) The studies also stress the need for legislative change: for example, at the present time, the laws protecting pregnant women and their rights have relevance only for wage-earners. How can the legislation be improved so as to make these measures more widely applicable? How can the idea be propagated, particularly among the men, that women's work is often too heavy and that this is detrimental to women, children and families and to society as a whole?

Birth spacing

How is it viewed?

The national studies revealed three levels at which this problem is being approached:

a) At the level of the national Government, none of the eight countries took an explicit stand in favour of birth control, and the implicit options are rather to be gauged from their respective population policies.

b) At the level of the study commissions, there was universally keen concern about maternal health and child welfare; seven of the eight studies stressed the need for birth spacing; some showed that this was (sometimes still is) effected by traditional methods.

c) An attempt was made to find out the views held by women themselves on the subject, and several national studies indicate that women's organizations questioned in urban, and sometimes in rural areas said they favoured voluntary birth spacing; this focuses attention (especially in urban areas) on the problems of the education and protection of girls. On the other hand, several studies noted that men, both at the personal level and at the level of civic and political responsibility, are less receptive to these ideas.

What measures are proposed?

The measures suggested are few in number. It is proposed that an information campaign for mothers be organized to give them full details about available scientifically tested methods. In addition, the hazards of repeated pregnancies should be made clear to both men and women. It is also proposed that accordingly a policy should be worked out and applied on a trial basis to protect mothers and children. Initially such a policy might be tested by semi-public organizations, with a view to its integration in the framework of the priority functions of MCH centres and medical centres, in rural areas.

The status of women

Several national studies show that improvement of the living conditions of mothers and children is directly linked to a change in the status of women in society and the formulation of policies and laws that are favourable to women and ensure the protection of the family.

Some studies indicate briefly that Family Codes are in the process of revision.

What systems of assistance to mothers and children should be promoted?

The mother-child synergy was universally recognized, both at the analysis stage and at the recommendation stage. The suggestions made on that basis in the national studies may be classified as follows:

a) Recommendations for the development of conventional services (MCH, day-care centres). However, it is pointed out that in general new budgetary

resources scarcely cover the increased demand resulting from population pressure and that it is already quite difficult to catch up with the lag in the supply of services. These solutions will, therefore, affect towns primarily; they might be more effective if family allowance budget funds were allocated for that purpose as a matter of priority.

b) Recommendations for indirect intervention of a type not lying solely within the competence of the Ministry of Health and Social Affairs. Action of this kind (environmental sanitation, extension services, general education, assistance to midwives, village gardens, etc.) is particularly necessary in peri-urban and rural areas, where progress seems more closely linked up with this type of project than with welfare projects proper.
Implementation is complicated, however, because it involves a broad range of measures relating to the environment and the population (see next chapter: "Children, youth, women and the environment").

c) Recommendation for the deeper involvement of all government employees in such fundamental tasks as the protection of life and health.
The role of the teacher, provided that he has received the necessary training, could be more important than that which he normally plays inside the school walls.

d) Recommendations—closely bound up with the foregoing—that effective popular participation in the promotion of local welfare should henceforth be one of the major objectives of all types of Government action.

Children, youth, women and the environment

Water-Environmental sanitation-Physical Planning

The importance of the environment

Child welfare and the environment

The national studies show clearly that action by technical departments, such as departments of the Ministry of Health, cannot control the factors responsible for the poor state of health of mothers and children.

Preventive services have, admittedly, been effective more often than not, particularly in the eradication or, at the very least, the control of endemic diseases.

Likewise, the development of health service units (stationary or mobile) means that more and more "cases", particularly urban cases, can be treated.

Nevertheless, behind this façade, the mortality rate for the 0-12 age group remains extremely high. And the quality of later life is impaired by many disabilities related to malnutrition in infancy and the very high rate of chronic disease and parasitic infestation.

Some of the information contained in the studies is extremely revealing: a survey of mortality among children in hospitals shows that 90 per cent of the deaths were from causes which had initially been common and were related not to medical techniques, but to techniques of development, environmental sanitation and education.

A thorough statistical analysis, presented in one of the national studies, shows that from the age of 1 to 11 months, only 8,3% of deaths are caused by unavoidable illnesses. For the period from 1 to 4 years, this rate decreases to 6,5%.

In other words, 90% of deaths could be prevented by measures principally related to rural water schemes, environmental sanitation, and to nutritional and health education of the mothers.

These measures, which strike at the root of the causes, would even allow for reduction of expenses for preventive medicine (vaccinations, medicaments).

The most important factors stressed in the national studies

a) The problem of water is a determining factor everywhere:
- In some areas there is not enough water, while in others there is too much; both situations create all sorts of hazards;
- In both cases the water may not be fit to drink because of its appearance (how clear it is and what minerals it contains) or because of its bacteriological content;
- Where there is too much water that is not fit for domestic consumption or is simply improperly utilized, it provides a breeding-ground for vectors of various diseases (malaria, bilharziasis, etc.).

b) In populated areas the hazards and harm created by human and animal excreta, garbage and trash take different forms, such as the rat, flea and fly population, and the faecal hazard (the transmission of microbic diseases in dust, and intestinal infestation through direct contact with infected soil). The threat of a new outbreak of cholera gives a certain urgency, or at least topicality, to the measures that should be taken.

c) The environment directly determines the level of nutrition, which is, in turn, directly dependent on the level of the "subsistence economy". Yearly and seasonal variations in production are additional factors. The nutritional level depends on:
- The "staple food" which may be made from cereals, tubers or plantain, all protein-deficient foods;
- The variety and richness of supplementary foods (of animal or vegetable origin, etc.).

d) Housing is important because it provides protection against the rigours of the climate (sun or rain); it can be used as a storehouse and it can help to keep out insects and parasites (floor and walls). The density of housing should also be taken into consideration (high density in urban areas and scattered housing in rural areas), as should crowding, which facilitates the transmission of infectious and parasitic diseases.

e) The means of communication are the determining factor in commerce, in the dissemination of information and education, and in the introduction of new techniques and technicians.

f) In the case of agro-industrial projects, chemical pollution may add to the insalubrity of the immediate surroundings. Where there is no drainage system, irrigation systems and canals leave residual pools which provide breeding-grounds for vectors (of bilharziasis, malaria, etc.).

g) The immediate surroundings have conditioned and still condition an educational environment in which there is a complex intermeshing of traditions and rites, old customs and new ways, the mass media and administrative services.

Interdependence of problems

All the examples cited in the national studies, regardless of the point of view from which they have been considered, highlight the interrelationship of the problems in any given environment.

Any specialist or technical expert can make a contribution to any situation (e.g. the doctor, vaccinator, civil engineer, veterinary surgeon, primary school teacher, agricultural extension officer, nutritionist, etc.). Yet in actual fact the solution found in each case by each specialist proves ineffective in the medium and long-term unless the basic problems are considered together and dealt with all at the same time, and unless a series of correlated interventions is drawn up, viz:

a) Traditional public health services may provide care, vaccination and health education, but they are not in a position to deal effectively with the causes of contamination and infestation;

b) Departments responsible for locating, treating and utilizing water cannot guarantee the potability and innocuity of this water if the causes of contamination are not eliminated, if germ carriers and parasites are not sterilized, and if the people's knowledge and practice of hygiene are not improved.

c) Nutritionists cannot really deal with the deficiencies leading to diseases unless they receive assistance from agricultural technicians who can increase the quantities of food produced and diversify production in order to satisfy specific requirements (proteins, vitamins and minerals). Moreover the effects of improving nutrition are felt only after the parasites [2] have been eliminated.

d) Teachers cannot find adequate replies in conventional textbooks to all the questions raised by school children on how to live well or better within the confines of their village;

e) Economic development projects may stimulate production of an agricultural or industrial commodity and thus increase the income of fathers of families. However, further on it will be shown that the lot of mothers and children does not change unless social measures accompany economic growth.

Youth and children in specific spatial environments

The method used in preparing the national studies brought to light some basic data which institutions that develop in the conventional way tend to

[2] Ecological changes may sometimes, unless the necessary preventive measures have been taken, introduce certain communicable diseases which had previously not existed in the area, such as onchocerciasis in the case of artificial lakes created by dams. If measures are not taken to drain stagnant pools, irrigating an agricultural area may increase the incidence of malaria and bilharziasis to such an extent that it may even prejudice the success of the land development operation.

disregard. There was a fresh realization that children and youth live in specific environments, have different cultural surroundings and live in areas with different development prospects. The fact that this spatial dimension has been disregarded explains some failures; taking it into consideration is one of the prerequisites for the success of a new approach.

a) *Belonging to an ecological area*

There is a specific symbiosis between human beings and the soil, vegetation, animal life and climate in the different areas of West and Central Africa. The effect of the ecological environment is felt particularly strongly by mothers, children and youth; it determines, *inter alia*:

— The probability of infection by microbes and parasites and, consequently, the morbidity and mortality rates;
— Extremes of climate and their very strong influence on the health of children (lung diseases, acute symptoms of dehydration in nursing infants, etc.);
— Agricultural production and its nutritional value;
— The technical or symbolic references which orient skills, careers and education;
— The opportunities for development and environmental sanitation.

b) *Participation in a cultural area*

In the first place, broad groups of children and young people have in common a unique cultural substratum, even though the social spatial environment may be divided by one or more frontiers (the Peulh group, the Fang group).

However, these cultural areas do not remain static. They are influenced by cultural movements of varying origin and intensity (Islam, Christian missions, Western influences through schools, radio, the press, etc.). The influx of ideas, images and examples influences human communities to a greater or lesser degree and has different effects on the outlook, behaviour and situation of mothers, children and youth. Suggestions have been made in several national reports that, if possible, these cultural movements should be utilized and worked into the policy for children and youth.

c) *Areas with different development prospects*

Not only do certain areas have specific ecological and cultural characteristics, but population pressure is uneven, they are at different stages in the introduction of modern and economic techniques and equipment and services are unevenly distributed. Thus, there are various kinds of spatial environments with different potential for progress.

Certain areas in all eight countries may be regarded as critical ones:

— Backward areas where the opportunity for economic take-off is limited (because of agro-industrial conditions and difficulty in finding initial capital

for equipment or working). If the ecological conditions are not too oppressive, population growth is considerable and plays a part in syphoning off many young people, who go off to the town or more prosperous regions.
— Areas with population problems.
— Non-urbanized areas without any prospect of "modern" jobs, and, therefore, regardless of their agricultural potential, unattractive to many young people.
— Urban and suburban areas where people, in particular young people, congregate to seek employment.[3]

More extensive and detailed typology could be given: but the main point to bear in mind is that every situation requires its own "solution" within the domains of economy, health, education, etc.

What is to be done for the different urban zones?

Children and youth in towns

a) From the statements contained in several national reports it is clear that when an urban planner designs and builds a town he pays little attention to those who constitute more than half the urban population: *towns are not made for children and youth.*

In spite of the fact that there are not enough drinking water points and there is no sewerage, or it is very inadequate, more importance and space is often given to roads and highways than to establishments for young people. In parcelling out land for development, space that is non-profit-making is measured sparingly, even for school buildings and dispensaries: schools are located on sites which have been more or less rejected by developers; in many cases there are not enough recreation areas, play-grounds, nurseries and child care centres, and often these facilities are simply forgotten.

b) Children from "residential neighbourhoods" and children from so-called "bad" neighbourhoods do not enjoy the same present or the same future. Surveys indicate that at the same age their weight and height are not the same. Some national reports state that in mortality, schooling and employment, mothers, youth and children from infra-urban environments are particularly deprived.

[3] The national studies show that all eight countries are faced, particularly in the capital cities, with the arrival, every year, of a significant number of young people coming from rural areas, which increases the urban growth rate of cities by as much as 8 if not 10 per cent per year.

Disparities within large towns are often aggravated by the methods used in town planning which, in many cases, give preference to large imposing buildings and imitate foreign models.

Measures suggested to correct major defects in town planning

a) The most serious deficiencies, which were stressed in the reports of all eight countries, are connected with water supply and the disposal of sewage and garbage.

The national reports suggest:

— Priority construction of sewage systems;
— Assistance (loans, "animation") for the inhabitants so that they can lay pipes and cables (water, electricity and the sewage system);
— Organizing the various districts in the towns so that these facilities can be built and sanitary measures introduced (garbage);
— Improving traditional housing (model plans, teams of local district planners and low-cost materials);
— Assistance for individual construction (possibly through housing loans).

b) These deficiencies in urban areas are amplified in the peri-urban areas because of excessively rapid urban growth which is uncontrolled and goes on without any town planning or housing policy. Efforts currently under way in urban sanitation are intended more to resolve the most acute problems than to prevent them from arising.

Another factor is the successive clearing-out of shanty-town or slum dwellers which nullifies the slow accumulation of materials and improvement in dwellings and physically and psychologically aggravates the situation of mothers, children and youth.

Some national reports suggest: *ad hoc* organization of *reception areas* for migrants: selection of sites; large-scale and long-term plans geared to the future; health systems; reserving sites for social services, markets, schools, open areas, playgrounds, child-care centres, etc.; rent on a long-term basis or hire-purchase of plots; facilities for community or individual building and equipment, i.e. water, sewerage, health centres, playing fields, model housing plans to be carried out gradually, etc.

c) Aid for purposes of general education is very often restricted to residential districts. The reports show that health and nutrition education is one of the most important priorities in improving the well-being of women and children.

It helps to make the work of public, health and sanitation services etc., "worthwhile".

The national studies also stress that mothers and children are inadequately covered by MCH services in urban areas. A plan for urban expansion which would take into account the needs of women and children from the most under-privileged strata of society in building MCH centres, schools and day-care centres would be required.

What is to be done for the different rural zones?

The national studies demonstrate the need for a real environmental sanitation policy (a national and regional drinking water policy, a policy to combat faecal infestation hazards, etc.) which would be related to health and nutrition education and based on an analysis of the actual situations by area and by region.

A chart of requirements and measures should be prepared, taking the situation as it now exists in the villages as the point of departure and then widening the approach to rural development.

The equipment of the villages

Most of the problems of women, children and youth are readily visible in the agricultural areas in which they live. A new policy must therefore be concerned with progressive redevelopment of the land and the dwellings.

a) *A water point* (usually a well) *that is accessible*, reliable, well-equipped and clean is *the basic ingredient to serve a rural community and ensure its progress.* All the national reports stress the long trips that have to be made by women and sometimes children, and by cattle (particularly during the dry season), the little water available and its pollution, all of which justify the *priority* demanded for a rural water supply.[4]

In fact, not only the well is important but what should go with it.

b) Latrines, or failing that, simple trenches, should be built in which excreta are covered with earth; garbage should be collected and dungheaps located relatively far away from dwellings to avoid their being invaded by rats, flies, etc.

c) Most traditional housing is remarkably well-adapted to the climate and can last a long time. Where that is not the case, there is good reason to

[4] But most studies show that, from the point of view of the health of mothers and children, digging wells is of no use unless accompanied by a two-pronged education campaign to explain to people the cause-effect relationship, "polluted water equals disease" and by the measures of sanitation that must be taken to keep the well water pure. Otherwise, as indicated notably by the Ivory Coast, well water is used for washing clothes and for personal hygiene and men continue to send their wives to river streams to fetch drinking water.

implement a rural housing policy at once. Elsewhere the situation is progressively improving through the dissemination of model plans, the purchase of materials and construction by the peasants themselves.

d) On the outskirts of the village, but close to the well, there would perhaps be space, in the shelter of natural wind-breaks, for an area of gardens and orchards which could help supplement the local diet by providing ingredients for sauces and fruits, thus creating a more balanced and abundant diet, in particular for children.
Somewhere not too far away fish ponds could provide, even during the dry season, an adequate protein ration;

e) Trees could be planted elsewhere to prevent erosion, and also guarantee enough timber and firewood for the villagers. If necessary, consideration might be given to agroprophylaxis consisting in planting certain crops to check water-borne or air-borne vectors or in planting trees in chosen areas beyond the flight range of the tse-tse fly.

Rural development

a) One impediment to all forms of modernization, particularly to improvement in health and education, conditions for women, children and youth, is the dispersion of dwellings in rural and country areas.

In some cases resettlement could be considered if the people really accepted the idea. Where improvement in the means of transport is not adequate, however, there is a risk that, the fields being even more distant, the work of women and young children might be made even more strenuous. Moreover, there is a danger that compulsory cohabitation between groups which do not have enough in common might cause old feuds to surface, thus creating an atmosphere which is hardly conducive to community living or to developing the potential of young people. Finally, as experience shows in some countries, premature resettlement may result in building up permanent hostility towards any other initiative undertaken by the public authorities.

b) Most of the national reports recommend the creation of central villages and equipment of semi-urban centres.

Linking small settlements to a larger and better equipped village, a "central village", in order to secure better services, does indeed seem to be a determining factor in improving rural areas. By concentrating the limited resources available on this idea, and bringing together a few technicians with the necessary equipment, one can induce external saving (in terms of economic return and social effect) and modify the prospects for children and youth.

The central village, where simple equipment can be operated partly with the help of young people, serves as the contact point for itinerant agents and

should develop its potential as new generations of more highly qualified personnel become available and as the peasants' resources increase.

It is in the central village that the young people would make a football field and the State would help them to build a community centre to provide suitable premises for any meetings or other organized events. The market could be held there, at first on an improvised basis; improvements could be introduced progressively (the floor of the slaughterhouse could be laid with cement, there could be a water outlet for washing the floors, etc.).

There also a rural workshop could be built for the manufacture and repair of common use items (agricultural implements, pulleys for wells, bicycles, etc.). However, until road transport is improved and electrification introduced, light industries in the central villages will remain an exception.

Conception of a national environmental policy for water, physical planning and sanitation

A national policy is indispensable and urgently needed

The extensive problems relating to water, sanitation and development cannot be solved outside the framework of a national policy establishing diversified measures adapted to different types of area.

a) *The scope of action*

This policy should cover measures for:

— Equipment for supplying water direct to houses (in the towns), for developing water points and drilling wells (in rural areas);
— Construction of sewage systems in large peri-urban areas now being laid out;
— Reserving land for subsequent establishment of general services for the town (markets, showers, schools, child-care centres, green belts and so forth);
— Organization and supervision of markets;
— Building public conveniences, latrines or trench latrines;
— Sanitary garbage disposal amenities (in the towns);
— Siting of dunghills (in rural areas) further from water points and cleaning these latter and draining stagnant water;
— Control over the bacteriological content of water (in urban centres).

b) *Means of implementation*

These are:

— Research (hydrogeology; control of vectors, etc.); the eight countries underlined the importance of diseases related to the faecal hazard and poor sewage

disposal (poliomyelitis, dysentery, ankylostomiasis, cholera and various parasites that attack mothers and children); this justifies joint research at the national and inter-state levels in order to find solutions that are satisfactory technically, socially and economically;
— Means of acquiring equipment (for drilling, etc.) and assistance to groups in operating it;
— System for selecting and reserving sites;
— Laws and regulations (e.g. establishing specifications for all new irrigation and soil improvement operations in order to avoid the retransmission of diseases by vectors that reproduce in water).

c) *Close relationship with other related areas*

— Firstly with *health (and nutrition) education.*

If this policy is to have any chance of success it must rely on the actual participation of the people. Such participation depends on the people's level of consciousness, which can be raised by well-organized health and nutrition education.

Such campaigns are often actively supported by women's groups and youth clubs which are both an end in themselves and a means to an end. The State, through radio, local administrations and health personnel (doctors, nurses, and midwives), primary school teachers and agricultural extension officers, should adopt an intersectoral approach, and the various sectors should not restrict their activities to their own particular technical field. MCH centres, nutrition, water supply and environmental sanitation should be the main themes of this education, which is directed at the whole population.

— Secondly, its relationship with the *improvement of dietary habits.*

Water sustains gardens and fruit-trees etc.; improved health is closely linked to nutrition education; in many cases, particularly in rural areas, combining water, environmental sanitation and development measures with measures to improve food production and consumption (gardening, diet, cooking) would be useful, even indispensable.

A national policy incorporating specific programmes for each type of area

Some of the operations included in the general outline of certain measures to improve water, sanitation and environmental services for the benefit of children and youth can be prepared at the national level and are applicable to the whole territory. For the most part, however, the suggestions in the national reports tend to recommend specific solutions, depending on the environment, area or region.

a) Several national studies suggest components for water/sanitation/development programmes, which distinguish between urban and rural areas and some, making a more detailed analysis, suggest that the type of rural area should also be taken into consideration.

Two national studies show on maps the location of the various services for mothers, children and youth. One series of maps indicates "distressed areas" (e.g. areas with an exceptionally high death rate, a high percentage of bilharziasis or tuberculosis, delay in school enrolment, shortage of trained administrative personnel).

Other maps (e.g. development over the past ten years of health services, the proportion of girls attending school, the geographic origins of school children) show according to what priorities "needs" have been answered. Using those charts as a starting-point for an analysis, the causes can be identified.

b) Some studies offer options for key operations based on the relationship between stated needs, the factors which determine them, the potential resources and the interested parties; these are operations which, in eliminating a major cause, radically modify some unmet need and have effects in other fields. The key operations are often related to ecology, and in particular, to a reliable supply of *drinking water.*

c) Some studies indicate possible combinations of key operations in a given area: they all stress that environmental sanitation operations should be coordinated with general education and village or district organization.

d) A few studies go as far as to indicate which method could be used for a given zone, for example:

— In a relatively well-equipped urban area, activities could be carried out by groups of people organized by district, uniting their efforts to improve their own situation (connecting their homes to the water supply or sewage system, etc.) with the help of a specialized urban agency;

— In recently settled urban areas efforts should be directed towards providing the basic water supply and sewage system; it is very important that this infrastructure should be in operation before the inhabitants arrive;

— In rural areas where any economic development project or hydro-agricultural or hydro-pastoral farming development is under way, an education programme related to an equipment programme (particularly a water supply system) could be carried out and implemented on a permanent basis with the encouragement of the institution responsible for the overall development programme for the zone;

— In rural areas where there are no economic development efforts, a simplified education and equipment programme should be administered by an agency

(regional or national) specializing in water, sanitation and development, which would occasionally work in the villages whenever such operations (e.g. well-drilling) or campaigns are under way.

What structures could be used to implement a policy for water supply, environmental sanitation and physical planning?

A unique government body

a) Co-ordinating action at the ministerial level is not very effective:

Ministers use the bulk of their resources for sectors with which they are most concerned. They all consider water supply, environmental sanitation and physical planning of secondary importance. The effort to co-ordinate many minor activities in the field produces a multitude of small-scale projects which are of no use in implementing a high-priority policy.

b) Entrusting the task to one of the traditional Ministries is hardly likely to be effective:

Increasing the ridiculously small sanitation (or hygiene) budgets of the ministries of health is not a realistic approach: even if these budgets were increased tenfold, they would still provide only minimal resources and, in any case, this cannot be done in health budgets, which expand slowly. Moreover, any additional allocation might be immediately utilized by the more powerful departments in those ministries (medical treatment, prevention and care).

c) One or more government bureaux responsible to an inter-ministerial committee would be the most suitable machinery:

Several countries already have Bureaux responsible for one aspect of water supply, environmental sanitation and physical planning (such as a Bureau for rural water supply). They should be given more responsibility, supplied with the means to study projects, and their capacity for negotiating with communities and for outside aid should be developed. Those are short-term aims which must be met urgently everywhere. To that end joint action is also necessary in the following areas:

— research (hydrology);
— equipment (wells, water supply, latrines, sewerage) and improved housing;
— reservation of urban sites;
— planting gardens, small animal raising, fish-farming in the villages;
— education in nutrition, health and hygiene.

This Government machinery can only be effective with popular and community participation

Simply to provide equipment and then leave in the hope that people will use the equipment (e.g. that they will have enough money to connect their houses to the water supply system) is to assume that everyone is enterprising, capable and well-educated. This policy (which is quite usual) is effective only for the educated and wage-earning workers, who are the only ones capable of utilizing the new facilities.

Programmes for water supply, environmental sanitation and physical planning, carried out under the auspices of this Bureau, would be successful only if:

a) Every service is established with the co-operation of the group involved;

b) It is followed up with assistance in using the equipment (education, low-interest credit, etc.).

This relationship between the Bureau and the population would often require:

c) That every undertaking be preceded by *animation* (in districts or villages) to help the group to assume control.

This possibility of working with the people would be of special interest to three sectors of the population:

— Youth: young people may, if given help, find an opportunity to participate in real work and to learn a trade. In this connection, it has been pointed out that it would be worth introducing technical courses based on the problems peculiar to each district, which would provoke thinking about those problems and the relevant solutions and give training for specific jobs;

— Women: they are the first to be affected by improved services and broader knowledge;

— Administrative staff (in their capacity as literate people capable of helping rural and district groups to become organized) in their place of residence and as part of their professional responsibility.

The legal and financial forms of association between the Bureau and the people would vary and should be adapted according to the zone

The Bureau would be financed by its own resources (Government budget and foreign aid) and by support (money, work and repayment of loans) from population groups. The administration would be decentralized to allow for these different forms of support. The Bureau would be entitled to negotiate contracts with town councils and with regional development companies. It could either subcontract, or execute projects within the framework of programmes for water supply, environmental sanitation and physical planning.

Personnel required

Each programme would require an *ad hoc* team. However, the composition of the staff could be categorized as follows:

a) *At the Bureau's working sites:*

— Official from the department of public works or of rural engineering
— Sanitary officer (operator and educator)
— Fundamental education officer, or social worker, or health officer
— Gardening and small animal raising officer

b) *For technical backstopping: at the Bureau's headquarters to carry out a group of studies and projects:*

— Engineers from the department of public works or of rural engineering
— Sanitation engineers and public health economists
— Geologists
— Specialists in teacher training and in health and nutrition education
— Veterinaries (zoologists)
— Agronomists (horticulturists and nutritionists).

It would probably be difficult to assemble such a team in every country: that is why it would be a good idea if States interested in the idea could establish among themselves an office for studies and projects dealing with water, environmental sanitation and physical planning which would perform work to order for the various national bureaux.

Youth, employment and development

The needs and hopes of the over 15 age group

a) Whether they have attended school or not, young people (their needs and hopes) are described in the national studies in these terms; they want a way of life that is modern, free, unrelated to their present circumstances; at the time when they leave the security of family life and, in some cases, the school environment, none of their dreams is within their reach; they have little ability to work towards achieving their ambitions; there is a huge gulf between their hopes and capacities and what they can expect from their "integration" into the working community.

Perhaps because of family solidarity which is still a widely established fact, but especially because of the vehemence with which adolescents now fight for life, the basic needs (to be clothed, to eat, to sleep, to exchange) are as yet for the great majority scarcely satisfied. But, and this is a fact emphasized in all the national reports, the essential needs felt by an equally large majority (to participate in social and economic change, to benefit from progress as of right) remain unsatisfied to a serious extent. This dissatisfaction does not seem to cause young people to question the system of traditional values based on family solidarity; but it is reflected in a diminution of interest, as it were, in the development of the traditional community; the values remain the same, but young people are no longer trying to change village or local urban institutions.

b) There are various reasons for this dissatisfaction with the traditional way of life; it is not felt only by those who have attended school and it cannot, therefore, be attributed solely to the schools; furthermore, areas where schools exist only in the principal town are losing their young people; it is not only the attraction of the town, because many young people move to other rural areas; it also represents the rejection of traditional, social and economic relations and despair at being unable to devise new ones in co-operation with the older generation. The following are the main areas in which young people feel deprived:

— Ownership of land (young people often have no land rights: in plantation zones, for example);
— Non-payment for their agricultural work;
— Opportunities for marriage: not only is it necessary to have some

property in order to marry, but eligible girls are two to three times less numerous than men in the same age group who wish to marry[5];
— Laws of inheritance, sometimes;
— Lack of influence of young people on village and family decisions.

c) Since there is no hope of changing this situation before becoming a property owner himself (by inheritance or seniority) the young man leaves the village. The reason for leaving is not so much the hope of finding, with reasonable luck, better conditions elsewhere, but the certainty that in any event he will not be able to obtain any immediate improvement where he is.

Nowadays the goal of a good number of adolescents (the majority in some countries) is to leave (temporarily or otherwise) the village or small town where they were born. They do not wish to leave in order to look for temporary work to supplement the family income, but to acquire modern experience elsewhere, a social status not dependent on their elders, a free income and fundamentally different access to consumer goods. They express a strong desire for open contacts and a social life different from the one which they led as youngsters in their home locality. Even if a young man has the opportunity (as the result of an irrigation scheme, for example) of earning a large income at home, he will nevertheless go to live elsewhere—if only for a few months a year.

d) For one or several seasons or even forever, young men and women voluntarily leave their villages, their regions and (in hundreds of thousands) their country. Elsewhere, they try to live and reconcile dream with reality, aided firstly, by the break with their traditional environment and secondly, by the "luck" of finding work in the town.

The type of employment which leads to happiness—"employment-happiness" which means personal success—exists (and will continue to exist for today's young people) only in such a limited number that nine out of ten of them will inevitably be disappointed; furthermore, a proportion which cannot be determined—because of lack of statistics—will remain unemployed for several years. This non-employment of young people, an obvious phenomenon in the town, can be seen here and now in those rural areas which are most exposed to the so-called modern system.

e) In both town and country young people join together in kinds of clubs, often very well organized, which usually have no connexion with existing youth movements.

As yet little is known about the effect of this self-organization of young people, but it seems to constitute a possible basis for new development institutions.

[5] This phenomenon is apparently explained by the fact that parents who are anxious to receive a sizeable dowry marry off their daughters to a man who has an income and who, consequently, is 40–45 years old. Thus, young men, who cannot have a personal income because they do not own land or start a family because of competition from older men, are leaving the rural areas.

An attempt to explain the growing dissatisfaction

The national studies contain numerous indications of the causes of this situation; below is an attempt to describe the relationship between the needs and resources referred to above and the general causes of the widespread deficiencies.

The key need of the young person is not only a job, but a good job and a better life. A young person can consider a job and a better life as "local possibilities" only if the place where he lives is sufficiently advanced at the present time. If that is the case and progress is being made towards the desired future, the present seems to him less intolerable and he is stimulated by the hope of sharing, if only a little, in the process of development. But the more he hears about the modern Western way of life, the more intolerable his present life seems, the more powerful is his demand for a radically different and immediately attainable future and the less he is attracted by the "work-unhappiness" which is all that is available to him locally. The schools are not the only cause of the gulf between the despised reality of the present and the impatient demand for a better future; it results both from the easy availability of goods from and examples of the life style in much richer countries and from the hopes of parents raised in the traditional way of life which is being destroyed; they all know that their present existence is "without hope" and so they all cherish the hope of a "*better-tomorrow-elsewhere for their children*".

Excepting only groups whose culture has retained a large measure of its vitality (in particular the nomadic peoples), the introduction of the young person into the traditional community will henceforth be difficult; very few communities still arrange for this transition in accordance with a more or less adapted series of traditional rites. Unexposed to the influence of the traditional coming-of-age ceremonies, young people are all the more obsessed with dreams of an "elsewhere".

The channel towards this "elsewhere" was until a few years ago the school and the graduation certificate, which led automatically to a job. Nowadays every rural community in every country knows that an education no longer guarantees a job, for it sees its young graduates out of work at home or struggling to get by in town. Everyone realizes that the school-job equation is no longer valid and that only a very small percentage of students will achieve social success; yet everyone who has received an education and everyone who hopes for one will in the future be unlikely to find satisfaction in what his home community has to offer. But, what is more serious is that he is also unequipped to build a different future at home, for the school has either driven the qualified people away to the town to join the migrant school drop outs, or it has not provided those who stay behind with greater technical knowledge than their

illiterate brothers. The urban school is faced with almost the same dilemma for in the town manual jobs are so despised (especially as a result of the system of education) that school leavers will take them only as a last resort.

However when the school enrolment rate is so high that the young illiterate is the exception, then it becomes possible for young people who have been to school, but have not found urban employment, to return to the land to work it themselves.

But it will not be sufficient to change the schools and to refrain from establishing them in new areas, for the social model to which young people are exposed rejects the past and encourages the ambition of attaining immediately a better future. When this example is followed (and it is demonstrated by the actions of all those who have acquired a job and a modern status), there is no possibility of having young people take an interest in the slow changing of the present situation; they are impelled to make an impatient and unrealistic demand for immediate change; in this respect, they are fundamentally at odds with the adults who recognize the value of even a minor change and know that new social structures are rarely born in a day but grow out of the existing system.

What is the role of Governments in this process?

a) By concentrating their efforts on increasing the opportunities for primary and secondary education, Governments think they are doing everything they can for youth; in fact, they are disregarding the vital transition from adolescence to adulthood. This fact is all the more strange because in rural societies this transition is (was) the key moment in a person's upbringing. By making no effort to graft onto this traditional upbringing the technical knowledge and reasoning power derived from modern science, the States have deprived themselves of a basic means of helping young people (and the communities) to develop successfully.

b) The situation of young people is critical; their desire for change is stronger than that of all the other groups which make up these nations; the harnessing of this desire would provide a master-key to progress. Despite these three factors, not one of the eight studies proposes to allocate particularly large public or private resources to this age group, except in two fields: the creation of an urban intellectual elite and the spread of modern consumer habits by means of the radio and the influence—considerable on young people—of foreign life styles, which are extensively and actively publicized.

Entry into working life compels young people to make important changes: at present national policies do very little to define the modalities of these changes, understand their meaning and help young people to join in the efforts for national transformation and progress. In short, nothing is done to take account of the role of youth in this progress.

Thus, in the majority of the reports, the exaggerated place given solely in the analysis called "Preparation for life" to students of secondary and technical schools tends to overshadow the analysis of the actual situation of 95% of adolescents.

c) The proportion of the budget allocated by States at present to the ill-educated category—made up of those students who drop out because they are unable to keep up at the technical, secondary and university levels—is an unnecessary expenditure which in the end harms both the students themselves and the whole age group (which needs these wasted resources). No system of recruitment and training of cadres is more needlessly wasteful than the one in use at present; it must be radically altered in order to make available the resources which this age group lacks, without prejudicing other effects[6]...

d) A more serious and widespread deficiency is that, apart from a few recent attempts, no means of production have been made available to groups of this kind to help them to create work for themselves in agriculture or handicrafts or to obtain jobs in the town; in short, the lack of assistance to them in finding work is total. Since they have no collateral, they are not eligible for any loan except from their families or from other young people if they can obtain it; since they are rarely heads of enterprises (agricultural or otherwise), they have no access to counsel except by a fluke.

Only two categories of young people are considered by the public or private economic sectors: firstly, the intellectual elite (a small group holding certificates of secondary education or a technical qualification in countries with the most highly developed school systems, a certificate of secondary or primary education elsewhere) insofar as it does not already outnumber the available jobs requiring qualifications; secondly, the ordinary labour force, completely mobile, entirely uneducated, which provides temporary workers for urban business, industrial plantations and landowners and—in the case of girls—domestic servants for urban families which enjoy a regular income.

[6] According to the national analyses, it seems that in the large towns in particular it is these "ex-students" who have most difficulty in gaining a foothold in the labour market. Faced with this difficulty, States tend to offer more subjects and to prolong studies so that young people receive some kind of qualifications, even if it is entirely irrelevant to what they want to do (or will do). It would be better not to have brought them to this point—by not starting them off in the first place.

e) The administrative bodies whose function is to assist children and young people are, without exception, ill-adapted copies of foreign systems; these systems of a social palliative or cultural-and-sports type, are suited only to those urban population groups which already have a high standard of living; they affect only a very small minority of youth; an increase in the resources at their disposal (which are very scanty) would not alter their unsuitability.

f) This lack of assistance to young people in entering their working life is made worse by Governments' policies, namely:

— The importance which they attach to urbanization, primary schooling and the formation of a western-style elite (20 years of study are needed to train a child to make a junior official while it is quite likely that three years of instruction given to an experienced and originally illiterate adult would enable local innovations to be made more quickly and on a really national scale);

— Their tolerant attitude towards the flow of information (radio, cinema...) and goods from technically more advanced parts of the world;

— The attempt to develop agricultural extension services in rural areas, which is aimed especially at adults, but with no modification of the social structures or of the environment (water, housing, electricity, roads), etc..

All these options impede the integration of the majority of young people in the process of development. In fact, they all help to widen the gulf between the hopes of youth and the reality of available jobs and living conditions.

g) The rate of evolution of the mentality and the desire for consumer goods, initiated and vigorously accelerated by governmental activities in urbanization and education, are proceeding much faster than the provision of the means for young people, in their home localities, if possible, *and in co-operation* with the local community, to exercise—by more modern methods of production—control over their own development. And, as if to widen the gap, current policies make no effective contribution to changing the economic and social structures of the adult communities. In rural areas very little is done to persuade traditional communities to share economic power, responsibility and social prestige between young and old; in town the initiative lies with the adults and economic power is usually in foreign hands; in offices it is the educational level attained, in the form of diplomas and degrees, rather than initiative or real merit which determines promotion (thus increasing the attraction of the educational mill with its ultimate dead end for the majority of young people).

h) *To sum up*, the State, through the mass media, the school and free enterprise, encourages all young people to adopt attitudes which are fundamentally

different from those of the past; through its policy of urbanization it encourages the view that happiness is possible only in the town; through its educational programmes it encourages the attitude that the only possible work is office work. Thus, it prepares young people for a much higher standard of living than they can probably attain. Consequently, when these young people, ready—and sometimes trained—for a future of the "industrial society" kind, come onto the labour market, States cannot provide suitable jobs or sufficient funds or social and economic structures capable of satisfying more than 10 per cent of the imperative needs which they have directly helped to foster.

Thus, the majority of young people do not "correspond" in any way at all to the jobs available and to the realistic kind of happiness which they can obtain from them. Current policies, and not just the school, create the unemployment of young people and the suffering of the adults which they become.

Faced with this problem, unemployed young people find ways of making ends meet. If they cannot find work or lose their job, the struggle to earn a living leads—without constituting "depravity"—to temporary sponging on their families, to stealing for the boys and prostitution for the girls; if life gets a little harder, a falling in with bad company or a piece of bad luck can lead to prison, where the seeds of delinquency are nourished.

What can be done to help the 12-15 year olds to find their place in society?

What can be done in the way of general policy for young people in rural areas on the one hand, and young people in towns on the other?

General policy guidelines

The members of the seminar might give consideration to two main ideas:

a) The promotion of new types of relations *between young people and adults* and *between young people and the State*:

This policy (which is relevant not only to the countries of the region...) would be aimed at overcoming the fear which adults have of meeting young people. Adults are aware of youth's hopes and anxieties; they refuse to discuss them for fear of being unable to find solutions and justify the positions they hold or of laying themselves open to criticism from other adults and political leaders.

But if we accept the premise that a decisive factor in building up the country is the assistance given to young people to express themselves, to create

and discover new economic and social models and to compete with other social groups in their search for a position which will enable them to play a full part in that national development, then the consequences must be faced.

The first and most important consequence is the need for States to involve young people in devising and applying relationships which will actually be more constructive than those at present in existence—which are of an authoritarian kind and founded on little confidence.

b) Stressing the aims and means *of assisting young people to find employment:*

The overwhelming majority of children from the eight countries come onto the labour market between the ages of 12 and 15. Recognition of this fact and of the fact that only a few members of the over-fifteen age group are still studying is a preliminary step towards facilitating their entry into working life.

Of all the needs of the 15-19 year olds, creating employment opportunities clearly receives least attention and least State aid. In all the countries the amount of State aid allocated to this age group and its needs must be increased as a matter of urgency; this deserves priority over an increase in the budget allocations for the secondary and even primary education of the 6-14 year olds. Some parents (especially in the town) recognize this priority and put it into practice by apprenticing their children.

That is why it is important to consider the necessity of imposing henceforth a strict limitation on the opening of new elementary and secondary schools in many towns (where there is a danger of increasing the number of unemployed intellectuals).

Money saved in this way and new allocations might usefully be spent on helping young people *to find work* and not on prolonging their training by various forms of "post-primary" and "pre-vocational" education which are being tried out as a prescription to those whom the school system has partially deformed. On the other hand, all opportunities of providing on-the-job training for young people should be developed.

Along the same lines, consideration might later be given to the possibility of restricting access to costly and lengthy technical, secondary and university courses to young adults (aged 18-30) who have demonstrated during their previous employments the personal, technical and intellectual qualities needed for the creation—without a high dropout rate—of cadres.

However, these solutions will not be effective unless they are backed up by policies—which will be a comparatively new departure for most of the eight States—giving priority to the creation of jobs; furthermore, such policies are now felt necessary by the heads of assistance programmes.

What should be done to help young people in rural areas?

Special bodies should be in charge of assistance in creating jobs for young people in rural areas and assistance to enable young workers to complete their vocational training. These bodies should be decentralized (zonal or regional); they might be best established under the auspices of ministries for rural development.

These agencies would be capable of taking direct action in the villages themselves in order to:

a) Help the rural communities to discuss relations between the generations and find solutions to the problem of the development of the community within the framework of a new village project, with, for and by the young people in collaboration with the adults (but not trailed along by them)...;

b) Help young people (aged from 12-15: boys and girls) to set up new and lasting agricultural and craft enterprises; perhaps to engage in group farming; to obtain land and means of production (fertilizer, ploughs, etc.); to have access (on at least equal terms with the adults) to credit and means of marketing their products.

c) Examine priority sequences of development in order to establish a zonal development programme (e.g., the improvement of pastures...) and to build around these programmes the means of motivation, information, training and other services;

d) Train young workers in the field by means of advice and brief refresher courses (alternation of work and training), usually in the local dialect; guarantee them not only the elements of technical training but also basic socio-economic training;

e) Provide long training courses at rural training centres only for those young male or female workers and adults who have already proved themselves and whom the group considers capable of assuming leadership.

What should be done to help young people in the town?

At the present time it is not easy for any young person to find work in town (even for those with university degrees); in some towns it is so difficult that several years' unemployment is becoming normal for a proportion of young people (often educated, sometimes even well-trained in a skilled trade). What direct or indirect solutions can be found?

a) A general extension of the period of schooling, in order to contain within the schools the pressure of young people on the labour market, is a costly expedient destined to satisfy but a few and which will not improve the situation in the long run.

b) Since the creation of jobs (not to mention the higher cost of living in towns) is always much more costly here than in rural areas, young people should not be allowed to come from the country to the town if the aim is, one day, to be able to satisfy their fundamental needs. The urban problem can be solved by:

— The provision of opportunities for better jobs and earnings for young men and women in partially urbanized rural areas;

— The decentralization of government departments, services, educational and health institutions and industries by relocating them in medium-sized towns.

c) Direct solutions might be sought:

— By helping and letting young people set up workshops and yards, market gardens, services and permanent light industries in areas where apprenticeship training centres now exist and which use trained personnel and funds without making a direct contribution to the creation of jobs as such and which too often add, expensively, to the pool of unemployed;

— By extending the apprenticeship system in workshops, services and industries; the terms of these apprenticeships should be less orientated towards western models than is envisaged in the legislation without being as strict as those currently "bought" by the apprentices' parents.

Needs and resources for improving preparation for life

It would not be right to close this chapter on the "integration of adolescents in the working community" without making some points relating to the younger age group (children of school age. . . although, in fact, in few of the eight countries do more than 20 per cent of the 6-14 year-olds attend school).

Options, financial difficulties and distortions

Since the Addis Ababa Conference, universal education had been considered the first priority and efforts were concentrated on increasing the school enrolment rate. This basic option is tending to change: faced with the qualitative failure and insuperable financial difficulties of the policy of universal education, many countries are trying to apply a different policy, which may also turn out to be nothing more than yet another myth, that of providing children with a training that will lead to employment.

The conception in the eight countries towards school enrolment rate, the production of school certificate holders and the creation of jobs is such that

this second policy, too, is unlikely to benefit more than a small percentage of children. This inequality would certainly be unjust, but relatively tolerable if, in achieving it, one had not also:

a) Destroyed, or made difficult, the possibility of improving the traditional upbringing of young people in rural areas by refusing to admit that the traditional system of education and the out-of-school methods and institutions can have any educational value.

b) Nipped in the bud any attempt at genuine adaptation by applying to the education of children the principle of absolutely identical instruction without taking into account the nature of the people, the ecology and the urban or rural environments in the locality where the school is located.

c) Educated both teachers and pupils (who include future teachers among others) in the wrong way, with the result that they look down on manual jobs (which will constitute the overwhelming majority of jobs available to the present generation of 6-14 year-olds).

d) Prevented any contact not only among the ministries but also between the schools and real life, between production and the vocational upgrading of actual producers (adults and young apprentices). In none of the analyses of large-scale operations for economic development does there appear a link between the technicians, the professional milieu and local schools, while occasional contact with Health authorities is revealed. The schools have no contact with the producers, but the reverse is also true, since only a few factories integrate training and employment and then only to a limited extent, i.e. training in particular vocational skill.

Attempts to change

In all the countries studied, reforms of existing educational systems—which are urgently needed particularly in countries where primary school enrolment is high—are being considered, and in some countries, they are being applied; it is indeed useful to pursue such reforms, but only if they do not close the way to more far-reaching changes. For example, the modification of curriculum in order to "ruralize" it, while retaining the CEPE or school-leaving certificate, the teaching of manual skills, while retaining secondary school entrance examinations, although apparently functional improvements in a system in itself, do not make it more responsive to development policies.

Radically new methods are needed

The national reports carefully analysed the failure of existing methods of teaching young people and preparing them for life; perhaps these analyses

can be used as a basis for more radical hypotheses for consideration (and action) at the Seminar.

In order to improve the preparation for life of 6-14 year-olds with proportionately fewer resources than were available in 1970, since a greater effort must be made within rather rigid budgets to incorporate young people in the working population, the following methods might be explored, particularly in countries where schooling is not yet very widespread:

a) *In rural areas:* devise with rural group leaders, technicians, and educators new "preparation for life" methods, diversified according to area and related to life in society and production tasks by means of out-of-school education for both adults and young people, and organized on the basis of functional literacy methods;

b) *In urban areas:* devise systems which provide children with "care" as well as fundamental training and afterwards, with training for social and professional life (in which they should enter officially when they are between 12 and 14 years old) in liaison with existing enterprises and public works (housing development, environmental sanitation);

c) Wherever possible, loosen the link between early (or fundamental) training and access to secondary, technical and higher studies by requiring all young people to work during a certain period;

d) Allow only superior students (rural and urban) who have completed several years of work to enrol in middle-level and advanced professional training courses;

e) Make refresher courses available to students of any age.

Obstacles and measures to overcome them

In order to bring about this "cultural revolution", a task that will be relatively simpler in countries where the school enrolment ratio is not yet very high, particularly well thought out (but often not very costly) methods will be required to overcome the following obstacles:

a) The myth that only "a school system which is the same for all children guarantees equal opportunity": no system, even when applied to 100 per cent of the school population, provides this guarantee, in view of the basic differences in the family and social environment but—and particularly in systems applied to 10 or 20 per cent of the children—the argument that the same principles are being applied is the best way of disguising privileges under the cloak of legality to the more affluent urban population, plus a few taken rural children.

b) The idea that "such a change is impossible": if this notion is to be overcome Governments will have to get to the grass-roots level and start with the objective of "creating real jobs which young people can fill immediately", curtail the influence of the various ministries of education and educational advisers and ensure employment security for professors and teachers (it will have to be determined how this can be achieved).

c) The fear of "rocking the boat": these new paths cannot be followed without some upheaval; if it is controlled now, this upheaval will prove less threatening than the revolt and poverty of tomorrow's youth; it will generate tension among national education officials, educated youth and students and external sources of cultural aid. On the other hand, it should be simpler to elicit support for innovations from the technical ministries, private enterprises, other sources of aid and "economic development projects".

Finally, in many areas, help will probably come from parents, judging from the signs of a growing awareness on their part of the impasse facing education as described in the national reports.

d) Not enough creative thinking is being done about the problem; no imagination is being used (the paucity of information on innovations in the national reports illustrates this clearly) because school education is both a taboo (each individual, believing that he owes his present position to his own schooling, wants his children to follow the same path) and the exclusive preserve of educators. These two obstacles must be overcome before solutions can be devised.

e) The status quo argument, i.e., since resources for formal schooling are already scarce, why disperse them by trying yet another alternative? Plans will have to be subjected to serious scrutiny, with a view to redistributing available resources among education and the other sectors.

Children, youth, women and economic development projects

Theme

Every country has a certain number of large-scale economic development projects relating either to a given sector of production (agriculture or industry), or to a specific zone. Most frequently, such projects are conducted by a local or foreign enterprise, be it private, mixed or public. They are financed by their own capital, national budgets and international aid. In all cases, they are implemented in the form of a project.

The objective in preparing the national studies was to analyze:

— The extent to which the needs and opportunities of children and youth were being taken into account by some of these economic development projects.

— Why such operations were of particular interest to these age groups (and vice versa);

— How such operations could be utilized in the future in order more effectively to implement some aspects of a children-youth policy.

Summary of the national studies

In the national studies this objective was the subject of detailed analysis, sometimes made in the field while the projects were under way.

The present situation

Only exceptionally is the children-youth group singled out for specific action in existing economic development projects.

The role of this group in production itself is acknowledged to be greater, in terms of time spent at work, than of adult males; economic development projects have only slightly altered ways of life in all the countries studied, particularly with respect to health, nutrition, education and spending patterns for any additional earnings.

The situation in the future

The proposals of the eight countries attach significance to using economic development projects in future to ensure the more effective implementation of the policy for children and youth, but few countries indicate how they can be organized to that end.

Nevertheless, some interesting examples are suggested:

— A large-scale production operation—calling for specific action by the production sector—aimed at children or youth and developed in accordance with the "expanded project" technique;
— A large-scale production operation combined with another project having a different objective and a different project manager, although they are planned and sometimes even financed jointly, in accordance with the "tied projects" method;
— A large-scale zonal development operation which, from its inception, includes a range of extensive economic and social activities—some of them geared to children and youth—performed under the project manager's authority, whatever the source of financing, developed in accordance with the "integrated zonal (or regional) programmes" approach.

The present role of children and youth in economic development projects

Economic development projects in rural areas

Most large-scale operations are designed with a view to increasing production in a highly important sector; accordingly, they necessarily include an action component focused on producers; these are farmers or planters, i.e. adult males. Extension services, credit and farm organizations are therefore designed with adult men in mind. Children, mothers, young men and girls are family helpers and, as such, no action is taken on their behalf. This is a shortcoming which the operation itself should remedy.

In practice, in all but one country, children, mothers and young people are estimated to spend even more time performing agricultural work than do adult males.

More specifically, above and beyond the tremendous contribution of children, mothers and young people to the increased production generated by large-scale economic development projects, the national studies reveal:

— The fundamental importance of women (mothers, girls and elderly women) in food production, a sector which receives very little assistance from the

economic development operations themselves. In some regions, only women are involved in food production, except for land clearing tasks;

— Economic development projects do very little to cut down on production related work, particularly the transport of harvested crops or products (including water for insecticide treatment); these tasks are usually performed by people, particularly women and young people. In practice, economic development projects increase the number of such tasks;
— The role which young people play in increasing production intended for sale, either by working for their families (for which they are rarely paid) or, increasingly, by working as paid labourers during the peak season; the difficulty faced by young people, owing to land tenure systems, in benefiting directly from the impact of economic development projects;
— The interest among youth in more modern technology (such as ploughing techniques), together with their refusal to remain on the land, the economic development projects notwithstanding, if methods and earnings are "traditional" or seem so to them;
— The generalized practice of having children (7-15 years old) work in the fields and tend the herds.

It was observed in all the countries studied that (with the exception of one project), the economic development projects do not appear to have enabled mothers to feed and care for their children and families better, nor have they given young people reasonable hope of bettering themselves on the land, despite the important role played by these groups in the success of the projects.

Industrial development projects

Significantly, little or no information has been gathered on the effects of economic development projects involving the modern sector in the fields studied. They are reflected in the problem of the urban areas.

In most of the cases studied, the direct "social" benefits provided by industries, where there are any, are traditionally in nature and are available solely to wage-earners and their families (in the form of schools, hospitals, medical centres). However, serious problems are encountered precisely by those families who settled near modern industrial centres, attracted by employment opportunities which do not materialize.

Most of the countries have an investment code. These codes will remain dead-letters until they are followed up by specifications which are honoured.

What is needed and desired is a broad approach relating the industrial development projects in the modern sector to the urban environment. The first stage might be a basic infrastructure covering the areas near the factory which appear, at least at the beginning, to be plagued by spreading slums.

The present effect of economic development projects on the children-youth-women group

Children, young people and mothers benefit from the increase in monetary earnings brought about by the project, either indirectly, for example through improvements in their dwelling, or directly (young men receive motorbikes and gifts and girls receive cloth and trinkets, and it becomes theoretically possible to spend more on food and medication for mothers and children). However, most often it is the adult male who receives the income generated by the project, and he spends it as he wishes, without always taking into account the desires of the members of his family. Because the head of the family must rely on family labour, he is, however, obliged to reward the women and give gifts to the young men.

Every economic development project appears to bring about a distinct increase in the amount of time spent at work; although this cannot be confirmed from the studies made, it would seem that, women (particularly pregnant women or those with young children) are often overworked and are not rewarded by other satisfactions. Although this has not been expressly confirmed, the increase seems to have occurred at the expense of the health of mothers, the wellbeing of young children, childhood education and family nutrition, with no provision having been made in any of the countries for complementary services (such as village day-care groups).

There is no judicious use of additional earnings to meet needs more effectively owing to the low level of education in general. In all but one country, it has been observed that economic development projects have had very little, if any, effect on health or nutritional levels, particularly as regards children. Perhaps this is so for want of a project tied to the economic development project which would provide non-formal education on new ways of utilizing resources (monetary or other).

With respect to health, in particular, nowhere are economic development projects credited with lowering mortality rates, decreasing absenteeism or increasing physical output. Yet, in the health field, every complementary service would sharply increase productivity (for example, when days are lost during the rainy season on account of malaria attacks, at the critical moment of crops) and, accordingly, the success of the large-scale project itself. However, some reference has been made to the danger of an increase in communicable diseases, primarily in connection with agricultural irrigation projects.[7]

[7] *When the necessary preventive measures have not been taken, ecological changes sometimes cause an outbreak of certain communicable diseases which were previously unknown in the region, e.g., onchocerciasis, where artificial lakes are created by dams. If nothing is done to allow for the run-off of stagnant waters, the irrigation of an agricultural area can cause malaria and bilharziasis to spread to such a degree as to jeopardize the very success of the land reclamation.*

As far as the preparation of adolescents for life is concerned, some economic development projects train a few young people (helping them to become volunteer agents or paid leaders). In no case, however, has an effective link been observed between school education—assuming it is provided in the zone—and the promoters of the economic development project, who do, however, note school-leavers' disinterest in the programme which they are carrying out.

With respect to employment opportunities for youth, economic development projects generate offers of paid employment solely in their own structures; except in two cases, none of them has developed a special programme to help young people to become farmers (difficulties: land tenure, agricultural credit) or as craftsmen (difficulties: technology and tools). Although all promoters are aware of and deplore the rural exodus, they have not devised *ad hoc* facilities for young people.

Why implement part of the children-youth policy through current economic development projects?

The national studies offer a number of arguments:

a) It is risky to stimulate economic growth solely by promoting an increase in monetary yield; in order to *consolidate this growth*, efforts should be gradually extended to other fields;

b) So-called "social" advances (e.g., maintaining workers in good health; increasing ability to understand the environment) frequently are stages required for the *economic success* of the project; accordingly, the project should contribute directly to one or another aspect of social progress in order to avoid imbalances and obstacles once a given economic threshold has been reached;

c) It is frequently difficult to get the population *to accept* a major project; this task will be simplified if the operation includes a series of related projects to facilitate its acceptance in the zone where it is being implemented; its impact will be all the more beneficial if, through these sub-projects, it covers all the inhabitants of the area, whether or not they are directly involved in its implementation (for example, health posts open to workers connected with the economic development operations *as well as* to other residents, etc.);

d) The economic development project is the sign that the zone is being modernized; as the "herald of the future", it should be deeply concerned with those residents and producers most closely affected by the success (immediate and long-range) of the project, namely *young people*;

e) Last but not least, most existing economic development projects are action-oriented and could, without substantial modification, serve as the framework for sub-projects directed at children and youth.

In which fields would current economic development projects be most valuable?

Large-scale projects could be more effective and at the same time meet certain needs of children, youth and mothers, particularly in the following four fields:

a) *Improving the food supply, through food crops*

They could reduce the danger—particularly serious for the survival of very young children—resulting from the fact that they concentrate on cash crops, by consistently including a food crop component, in which women would be instrumental, in their (expanded) programme. In subsistence economy, it might of course initially be desirable to focus efforts solely on growing cash crops. However, once a head of family has been persuaded to do that, he should be considered in his dual function as farmer and father, with a view to increasing both over-all income and the security of his land.[8]

With the same aim in view, wherever possible efforts should be made to develop market gardens, not only near towns, but also in zones from which towns can be supplied or may be supplied in future.

b) *Helping young people develop their own land holdings*

Investments would prove of more lasting value and extension services could more easily be expanded if economic development operations in rural areas included a special programme primarily for young people (men and women), with a view to training groups of innovative farmers. These groups would simultaneously receive educational support (provided in the field and, exceptionally, in the classroom), logistic support (goods, access to markets), financial backing (long-term credit for semi-modern or modern equipment for housing and transport: motorbikes and carts) and socio-political measures to help them reach an understanding with the older generation concerning land tenure problems. It is essential that aid be channelled specifically to young people to ensure that innovations are welcomed and more easily disseminated

[8] *In a bad year, there may be no monetary income from a cash crop because it has been entirely absorbed by cultivation costs. Whereas nationally this will represent a production loss of only one ton in three, the farmer's monetary income and his capacity to purchase provisions to tide him over will be nil.*

and to instil new hope for progress in rural youth. However, the responsibility for this transition cannot rest solely on the shoulders of the young.

In urban areas or peri-urban areas, young people can usefully be assisted in setting up small enterprises (cottage industries or co-operatives) which will enable them to benefit fully from the potential market which the growth of towns and of the modern sector will inevitably generate.

c) *Ensuring environmental progress through education*

If economic development projects provided concrete opportunities and sometimes realistic support for non-formal education projects (related or integrated), the classic formula "economic progress must come first, in order to provide the means for social progress" would give way (in the interest of the economy, too) to the formula "economic and social efforts must go hand in hand".

Environmental education is neither a luxury nor an end in itself; it is first and foremost an instrument of over-all progress. The chain of economic progress, focusing on rice cultivation, can be intertwined with a chain of social progress that is based on improving rice production and goes beyond it. The same socio-economic process can be developed on the basis of water projects, soil conservation and replenishment, etc. The day may come when large-scale development projects will be instrumental in that way in modifying conventional education.

d) *Maintaining and improving health, with the assistance of the population*

Before an economic development programme is launched in a given area, an assessment should be made of the health situation and of the probable impact (which is sometimes negative) which it will have on levels of health. A health protection programme would be established. By providing logistic support for health protection efforts, large-scale operations would make it possible for increased income to be used to lower the mortality rate, reduce nutritional deficiencies and curb communicable diseases, thereby also expanding productivity. Such activities could be pursued in conjunction with others or conducted as part of the large-scale operation itself, which at times might even include health workers in its own staff.

For example, health projects could be carried out on the basis of environmental planning—for which the ground was laid by setting up producers' organizations—and could focus on developing water-points and wells, distributing Nivaquine and establishing play areas for small children by mothers' groups, etc.

On the basis of this joint health effort by the population and the economic development operation, other related projects concerned with consumption might be undertaken.

How can current economic development projects have a more direct impact on children and youth?

Methods

The three methods presently followed—expanded projects, related or tied projects and integrated programmes—should be continued; however, it would appear that the maximum short-term benefit can be derived from *expanding the range of economic development projects.*

Specifically:

a) An *integrated* programme must be preceded by an over-all study and is therefore difficult to establish on the basis of an ongoing un-integrated economic development project. On the other hand, integrated programmes now under way could well form the nucleus of projects that are specifically geared to children and youth and broaden the range of their current activities, particularly in the fields mentioned in the preceding paragraph: group of innovative young farmers; health protection project.

b) Most current economic development programmes would benefit considerably at the initial stage if they were *related* to projects—which may already have been financed and are in the process of being implemented—relating to children and youth, particularly non-formal education projects. However, once a project is under way, co-ordination in the field between a production unit and an over-all education unit is rarely successful. Accordingly, the relationship in such cases should be one where one of the projects has authority over the other. Conflict between education and production units is inevitable, and some way has yet to be found to overcome it.

c) The surest method, at the initial stage, is to begin to *extend* the impact of current conventional operations. This is the course which most of the countries are now following. A single project manager is entrusted with a given production task and a given project (frequently relating to education and environmental planning). As time goes on, he can develop sub-projects, thereby broadening the scope of the development operation.

As regards children and youth, therefore, the most useful and readily acceptable way for most current economic development projects to expand is to undertake activities to improve food-crop production and food supply. However, such expansion is quite difficult to accomplish unless youth and education-oriented activities are conducted at the same time.

Obstacles, disparities and measures to overcome them

a) The possessive attitude characteristic of ministerial departments that are jealous of their authority in their particular fields and are reluctant to co-

ordinate their efforts with those of an economic development operation particularly if it seems to be well advanced. To overcome this obstacle, it is absolutely essential to appoint an executive committee composed of representatives of the ministries concerned to assist whomever is responsible for the economic development operation.

b) The lack of knowledge deriving from applied research on food-crop production (a field long neglected by researchers in agronomy) and the lack of experience in types of assistance adapted to the needs of women and youth. These two shortcomings should be remedied by undertaking specific subprojects as part of each economic development programme.

c) The lack of field personnel trained to work with women and youth. Special field training programmes are required and should be introduced immediately in current economic development programme.

d) The lack of specialized action-oriented research teams (and of financing) to prepare tied projects for children and youth. An *ad hoc* international team could easily fill this gap and provide on-the-job training and refresher training for national specialists.

e) Uncertainty that the various external sources of aid will be willing to expand projects (and their financing) or to co-operate in related projects or integrated programmes. As the United Nations "country programmes" are implemented there should be improved co-operation as each country strives to improve its economic development projects.

Possible measures

These measures include:

a) Preparation of a list of specifications for the children and youth component in the implementation of any economic development project. This would be a contractual document indicating the ways and means and the responsibilities of the various partners in an economic development project.

b) Unicef participation, which should be virtually automatic in preparing the children-youth-women component of economic development operations now being considered and should subsequently provide assistance, either directly or by seeking special financing ("noted" projects).

c) Preparation of outlines for the study, testing, implementation and monitoring of the children-youth-women components of projects, as well as applied research in three special fields:

— Selection of programmes to promote the progress of young people and women (small equipment, etc.);

— Selection of methods of analysing projects and, in particular, studying their socio-economic effectiveness rather than just their economic viability;

— An information campaign aimed at the customary promoters of large-scale economic development operations in order to get them to "see" the connexion between those operations and the situation of children and young people.

What new type of economic development operation should be worked out and tried?

The particular techniques used for planning and executing an economic development project have proved themselves and have demonstrated that they are likely to be more effective than other forms. The hallmarks of this technique are a fairly elaborate project, financing scheduled over several years, a single project manager who has control over his budget and staff and who is alone responsible vis-à-vis the population groups.

Most current large-scale economic development operations are organized around some kind of production. Would it not be possible to study, then try out other types of operation in order to extend the use of this technique? Ideas for "new economic development projects" could be outlined at the Technical Seminar. Here are some of them drawn from national studies:

a) New operation based on *type of equipment*:

e.g.: A rural "water" programme: well construction—water pumping—vegetable gardens—health education and sanitation relating to water—protection from water-borne diseases and unclean receptacles—transport of water, etc.

e.g.: A programme for the "urban areas": housing—environmental sanitation—water supply—health and recreation facilities to be carried out with the neighbourhood groups within the framework of a economic development project.

b) New operation intended for a *population group* provided the operation's economic impact is such that the operation can become self-sustaining:

e.g.: action of young farmers clubs;

e.g.: establishment of semi-industrial enterprises by young urban dwellers;

e.g.: establishment of urban women's centres combining an activity (making clothing, dry cleaning), food and child care with education for the mothers.

c) New operation based on an article of *key consumption*: such as the milk plant operation (but with projects related to cattle-raising):

e.g.: weaning foods;

e.g.: children's toys.

d) Each of these projects would be studied so that, if they proved successful, they could be reproduced totally or partially in the same type of area in a number of different countries.

Children, youth, women and planning

Each country has planning instruments, but...

The need to improve development policies and the measures for their implementation (in other words planning) should not, of course, be aimed only at children and youth; however, the demands of children and young people are so complicated that it is extremely difficult to work out a coherent plan; hence, the choices and results of a children-youth policy reveal much about the appropriateness and success of a development policy.

The children-youth component of any national policy should focus on three interrelated objectives:

— How to protect children and young people from death, invalidity, maladjustment, sickness;

— How to prepare and train a child so that he may fulfil his potential during adolescence and when he enters adulthood;

— How to assist young people to become integrated in the society so that they will be both useful and happy and may help to change it, firstly by expressing themselves and then by actions.

However, these three objectives can only be met through the over-all development policy: they "demand" a re-examination of current plans, since they cannot be dealt with simply by including a "social aspects concerning children and young people" or even a "human resources and the matching of the number of jobs with type of training" component. Similarly, they demand a thorough review of current institutions and methods and they demand that adults listen to young people and accept their contribution.[9] Finally, they demand that due importance should be attached to the plan as a complex instrument designed to serve a development policy and strategy and not only as an instrument to organize public funds and the external aid which are

[9] In planning systems as they now exist, there can be no coherent approach to the children-youth-women policy; the aspects relating to children are dealt with by health projects, the youth aspects by education projects, for they are considered as part of the social sector. The persons in charge of that sector have little contact, either in the field or in the Ministries, with the people working in other sectors and the children-youth aspects are not properly related to the other aspects of development. This shortcoming is made more acute in the field by the centralization of the programmes and methods of the so-called social ministries.

considered to be the key to progress and indeed are too often mistaken for progress.[10]

Therefore measures and institutions more favourable to the implementation of "expanded" projects will not suffice to fill the gaps identified in the national studies. Far more essential and far-reaching efforts must be planned and carried out, step by step, if national development policies are to help protect children and youth and prepare them for adult life.

The general nature and content of these efforts are discussed in the nine paragraphs which follow.

Need to achieve greater coherence between the goals sought

Real progress can be obtained only by much more meticulous preparation of the content and methods of planned development. What would be the main points to be borne in mind?

A children, youth (and women) policy has three goals:

— To ensure a child's steady and harmonious growth from the time he is born to the time he enters working life (including demographic diversion);
— To ensure that the gap between young people's hopes and the opportunities actually open to them is as narrow as possible;
— To ensure optimum matching of the skills of young people entering adulthood with the real needs (production, participation, creation) of society in general at the time.

The search for this continuity and coherence will therefore be central to the thinking of those who shape development policy and those who translate these policies into plans, programmes and projects, in other words, it will be central to planning.

That is why general planning methods geared to these goals should systematically seek to achieve the following main coherences:

— *In the long term:* what jobs can be created as effectively as possible within 10, 15, 20 years, in what areas, for what standards of living, what lifestyle,

[10] The "plans" are, for the most part, medium-term plans consisting of lists of projects; the options taken up and the sectoral targets are generally juxtaposed instead of being inter-dependent; the "long-term" view is not much used; in practice, the various donors of external aid who provide the bulk of public investments to the countries as a group are closely involved in both the preparation and the implementation of projects. The implementation is entrusted to Ministries, Government departments, sometimes to manufacturing companies or services organizations, and rarely to zonal or regional development companies.

and what value systems? What opportunities are there, to which young people are they open, to how many of them and where?

— *In the medium term:* what social and economic reforms and what technological, informational, general training, vocational training, social assistance and service facilities must be established—and where—in order to prepare society to integrate its youth and equip children to live in the society of the future? What projects must be prepared and implemented?

— *In the short term:* how can one make better use of currently available resources and improve the performance of the public and private agencies involved? In particular, what should be done to reduce the gaps and shortcomings we now can see? How should one listen to young people? How should they be prepared for present-day adult life?

How can we achieve this new type of planning?

By removing the "social" label from the children-youth policy so that it may be seen in its true light, namely as comprising both economic and social aspects; to that end the following steps should be taken:

— Special working parties on planning and external assistance should be set up in such a way that the "youth = social" equation becomes outdated;

— Economists and agronomists should seek to co-operate as planners and should resolve to assist geographers, doctors and educators, etc., as equals and to work with them in the same offices;

— Economic development projects should include sub-projects that are closely related to the central project for children, youth and women or, conversely, youth projects should include economic sub-projects, etc.

In fact, the systematic development of projects with an intersectoral approach is an essential intermediate target if progress is to be made; this target will probably begin to be achieved through large-scale economic development operations. However, the establishment in the Ministry of Planning of project working parties, consisting of specialists from various ministries, would be a decisive step forward; generally, they would be effective only if, at the same time, international aid-dispensing organizations established similar bodies at their headquarters and in their field missions.

Later on, as this begins to happen, global development programmes consisting of projects that are interrelated from the very outset can be studied by project teams residing in the region, or even at the place where the programme is to be implemented. A global approach, carried out in the field, zone by zone, with the participation of the people involved, followed by continuous monitoring of changes is necessary so that the preparation and implementation of

the children-youth policy may be as realistic and effective as, for example, the policy of irrigated land development, policy which, by itself, has more funds for field studies than are allotted to the over-all development of urban and rural communities.

However, these measures are only the first step towards planning with instruments that will really make it possible to achieve the desired socio-economic coherences.

Need for instruments that will make it possible to interrelate progress made in different fields

Why is there a need for instruments to strengthen this interrelationship?

A plan which guarantees consideration for children, young people and women cannot be prepared solely on the basis of sectoral approaches which have been generalized so as to guard against imbalances and thus made superficially coherent only at the national level.

The only way to formulate a plan in anything approaching a realistic manner is by means of global programmes prepared and implemented by continuous interchanges between various levels; what levels are essential?

— The national level, of course, since that is where the main power lies, the power to order others (or to negotiate with them from positions of strength);
— The international level, not only because of external aid, but because of the interdependence of the various countries (see the migration of young people);
— The regional and zonal level in order to find one place where the various components of the plan can really be combined and, above all, where the action of the various public and private agencies involved can be directed and synchronized;
— The community and district level, not only because assistance to children and young people concerns families directly, nor even in order to mobilize private efforts, but above all so that the coherent plan to improve children's present and future lives should be the fulcrum of the development of the communities, for if it is so it will provide an opportunity for the old people, adults and young people to work together.

In order to create this interrelationship and continuous interchange, the planning instrument, used both at the preparatory and the implementation stage, must be more complex than the purely "hierarchical" and "sectoral" instruments now being used almost everywhere.

How can the instruments be improved?

a) Some States try to encourage co-ordination at the various levels through development programming committees which are generally responsible to the general administration. But is *a posteriori* co-ordination of nothing but the field implementation of programmes which are planned and "budgeted" by the individual ministries really effective?

b) Other States establish enterprises, often semi-public companies, to implement complex projects in a particular zone. Some results have been obtained, particularly as regards agricultural production and organization of the population into co-operatives or other groups. However, joint projects in education-production, health protection-education-services, etc. are rarely tried out and seldom prove successful.

c) More recently so-called integrated programmes, designed from the very outset to combine various programmes—both economic and social—affecting different population groups in a single zone, have been prepared and implemented in some countries. The results of these programmes are now being studied.

d) In addition to zonal projects and programmes, efforts are being made to establish planning instruments that will bring about regionalization, thereby improving relations between the base and the summit and leading to more active participation by the population. However, the implementation measures of regional programmes are still not sufficiently decentralized under a single authority for field implementation to be really coherent.

e) Finally, programmes are still often the joint creation of the State and external donors despite the fact that they are of primary concern to the population groups, who should participate in choosing their own programmes.

Need to give priority to co-ordinating public and private efforts (State, family and group)

Why give priority to the joint efforts of the private sector and the State rather than those of the State and external donors?

The defects of planning systems (compartmentalization, centralization) are particularly noticeable in the implementation of a future children-youth policy for that policy has the "disadvantage" of being everybody's business and never just one person's concern; although this is not apparent from the national studies, the main resources mobilized for the children-youth group are obviously family resources; the chief decision centres are firstly the parents, then the

adolescents themselves. State funds and external aid are essential particularly because they constitute points of reference which affect the behaviour of the above-mentioned persons; on the other hand they are only a small portion of the total funds used and have limited impact (population affected).

In most national studies, the co-ordination of assistance from external sources, the State and the private sector is described as unsatisfactory: the general tendency is to consider that only the State's resources and activities are important; hence the bulk of the resources which would make self-sustaining development possible is either poorly utilized or not utilized at all.

Moreover, it is difficult to co-ordinate the methods and means of the public and private sectors because Ministries of Finance and Planning and especially aid-organizations providing assistance insist on having sufficiently detailed projects and so-called precise estimates before they will decide to intervene. This method helps only the people who provide the funds and almost automatically prevents the other people involved from participating.

How can the efforts of the private sector, the State and external assistance be combined?

To that end certain States try to:

a) Channel the funds received from the State (or those received from external aid sources) so that they are more often utilized to complement the resources and efforts of families and communities rather than for State intervention as such;

b) Replace the method of "financing a specific project, costing so much by such a means", by the method of drawing upon a specific source for partial financing on specified terms using specific conditions combining private and public funds of a specific range of projects (programmes) at unspecified places, the exact place and project being chosen *a posteriori* by the managers and depending on the local private assistance which they have generated.

However, this implies that the system of development will help to establish new social relationships, a different society for young people and women also. But for young people development often seems to be something that has nothing to do with them and not their own "thing"; to arouse their interest and release their creative energies they must be allowed to act. Of course, it will be necessary to envisage with them, on the spot, the ways and means of bringing about the change, and of doing it themselves, giving them the minimum assistance necessary, but only the minimum, to enable them to execute "their project".

It requires:

c) New legislative and financial measures[11];

d) Decentralized and mixed (private-public) systems of plan formulation and implementation;

e) Instruments for training community leaders (rural and district).

Changing attitudes and institutions

Why is it necessary?

The three ways of improving the system described above—coherence of social and economic goals, co-ordination at the various levels and between planning levels, combination of public and private efforts—will be effective in bringing about a radical change in development patterns only if attitudes and institutions change. Priority should be given to the following three objectives:

Persuading the administration to adopt a new approach

Officials in the various government departments must be made responsible for the effectiveness and efficiency of their technical expertise, not only as regards their own field of competence, their colleagues and their customary clients but also collectively as regards all the people they are trying to help at the various administrative levels.

This means that there must no longer be just a teacher-student, nurse-patient, wellsinker-cubic metres relationship but another broader one:

— Teachers and specific demand for education in the district (children and parents, whether they have received schooling or not);

— Nurses and community health level;

— Engineers and drinking water requirements;

— Agronomists and nutritional needs.

However, *the influence of external sources of aid* on the behaviour of the administration is often so great that these reforms will only be possible if the

[11] "*One possible method would be to increase the assistance given to local financial institutions: Loans to local development banks would make it possible to use external financial resources to finance projects of limited scope which, when taken together, are at least as important for the economy as large-scale projects but which, taken separately, are considered to be too limited in scope to justify the administrative effort involved in processing the application for a regular project loan.*"

"aided projects" are themselves planned in accordance with this broader approach, so as to:

— Respond to over-all health needs rather than simply supply hospital facilities;
— Create new jobs, not just apprentice centres, etc.

These changes in approach (among government departments as well as among external sources of aid) will be facilitated if both parties make a real effort to:

Listen to young people and mothers to ensure that:

— States (particularly government departments) consider the actions, attitudes and hopes of children and young people as essential factors;
— These actions, attitudes and hopes are expressed by children, mothers and young people themselves;
— The means of encouraging this expression (the radio, for example) are made available to them;
— They have access to the places where they could play their part in community decision-making (for example, national and regional planning commissions);
— They are given opportunities to take independent action among themselves.

Releasing creative energies

Rather than "freezing" initiative in the proposed new institutions for children and young people, it might be better, during this "transition" stage if:

— Informal *ad hoc* groups rather than permanent groups were established in villages, regions, in States and among States in order to analyse and propose new or revamped ways and measures relating to particular aspects of future policy on young people and women;
— These groups were interdisciplinary as a rule both as regards the purpose of their work (for example "needs and resources of mothers in rural areas" instead of "extension of MCH") and as regards the composition of their commission;
— They were to include government officials and especially the people involved (women, etc.);
— They abandon their bureaucratic attitude and examine the problems experienced by young people and women and help them to work out solutions;
— They were to visit neighbouring countries (including English-speaking countries) to see what innovations have been made.

Examples of topics for innovative measures to be proposed to the ad hoc *groups for study:*

— Future employment opportunities available and numbers of young people concerned;
— Cluster of related projects around such key operations;
— Analysis together with population groups (including young people) of the development thresholds which can be reached on the basis of a given range of resources, etc.

A list of priority subjects could be drawn up at the technical seminar on the basis of the work of its five Committees.

Need for a national and international crash programme

Arguments in favour of tied aims

States are battling to increase their school enrolment rates or the volume of their exports; why not propose that Chiefs of State wage one or more battles to achieve certain of the vital goals for children and young people?

These goals would be selected for one or more of the following reasons:
— To fire the imagination by giving "development" another dimension;
— To overcome any dissatisfaction considered by families to be major;
— To be attainable only with the active participation of families and groups including children, young people and women;
— To be unattainable through purely social or purely economic projects;
— To require co-operation among the various agencies under the leadership of a single project manager;
— To be such that the progress made is measurable and visible to everyone;
— To affect directly deprived population groups;
— To mobilize internal, external, private and public resources combined;
— To change the outlook of planners and programmers;
— To synchronize the various activities.

Proposals

Example 1: Campaign to reduce infant mortality.

The failure of welfare policies and of development policies is ultimately reflected in high mortality rates for the lowest age group. This shocking mortality rate can only be tackled via a series of necessarily interdisciplinary interven-

tions, for a child's vulnerability does not admit of any serious technical fault in the over-all measures supposed to surround and protect him. All technicians can contribute to the survival of children. This subject of survival and a better life can help erase sectoral prejudices. What is more, such a policy can easily be quantified.

Example 2:

TRAINING AND RETRAINING OF CADRES AND OFFICIALS FOR ACTION ON BEHALF OF CHILDREN, YOUTH AND WOMEN

Task for which training is needed	Officials[1]
Training in crop-raising	WR
Nutrition education	W(M)
Further training of midwives	WR
Health education	W(M)
Health and nutrition education	A(U) A(R)
Information on birth spacing	MW
Care and education of young children	CW - U
Rural training in the field	YR
Training in rural training centres	YR
Functional primary education	YA - R
Training of young people in collaboration with existing enterprises and major works operations	Y - U
Educational campaigns in large-scale operations	YWM - R
Field activities for the benefit of children, young people and women	CYW
Preparation of projects for children, young people and women	CYW
Training of community leaders	A
Retraining of officials	A
Innovative planning	A

[1] M = men, A = adults, C = children, W = women, Y = young people, U = urban, R = rural.

Improvement of the training of cadres (private and public)

Ideas for retraining

— Retraining *related* to changing habits, creativity or information gathering;
— Retraining to correct flaws in the training received in foreign universities;

— Retraining by interministerial, interdisciplinary groups (men of action and bureaucrats);
— Special retraining for planners and programmers;
— Retraining open to non-administrative personnel;
— Seminar to exchange information on what is being done in different countries;
— National and multinational retraining programmes as a way of encouraging the establishment and activities of children-youth-women pressure groups.

Ideas for training "children-youth-women specialists"
Instrument:

An African children-youth training centre (planning and projects) of the IBRD (Washington) type.

— *Key participants:*

a) Government officials (ENA) and planners (all disciplines).

b) Social administrators and social workers (all disciplines).

c) Trained field personnel, including:
  — Women auxiliaries and cadres to work with women (their role in production and social life);
  — Men auxiliaries and cadres to work with youth (workshops, etc.).

— *Programmes:*

Master programmes might be devised by an inter-country working group and carried out by an *ad hoc* team of teachers working through the various national institutes.

Priorities:

The table on page 73 indicates the principal retraining and training needs noted in the national studies, which have been re-arranged in accordance with the format of this report.

Collection and dissemination of better information on children and youth

The national studies indicate that, apart from measures to increase and improve the facilities for study, research and statistical services, the following action seems necessary and feasible:

Decentralization of the machinery for collecting statistical data:

There is a need for improved co-ordination and co-operation machinery geared to establishing relations, first, among the various agencies disseminating information, and, second, between those services and the agencies which use the information. It is especially important to ensure a flow of information between national and regional services. There is often a marked dearth of information at the local or regional levels, and national averages are of little value in countries which are so diverse as the eight countries surveyed.[12]

Inclusion of children-youth data in all types of information

a) Practice of systematically including carefully selected children-youth data[13] in statistical surveys should be extended;

b) In all eight countries, some aspects of the child-youth problem are closely linked to socio-economic factors, an understanding of which requires a great deal more than the automatic collection of statistical data on a sector or even on two overlapping sectors. In such cases, comprehensive multi-purpose basic surveys are necessary;

c) One way of carrying out such comprehensive studies, at least by using population samples, is to make surveys on the children and youth in the area covered by each economic development project. Later, as each project is assessed, the data collected can be brought up to date.

Establishment of a children-youth data centre

In each State, a body responsible for data collection should have as its first task the pooling, utilization and card cataloguing of official or semi-official (qualitative and quantitative) information already available (such information does exist).

[12] It will be easier for countries with decentralized services to meet this need.

[13] In deciding which statistical categories and social indicators are needed in formulating a children-youth policy, it may be assumed that conventional indicators, such as health coverage, school enrolment, number of MCH centres, number of medical examinations etc., are the basis for conventional policies and may even prevent the establishment of a real children-youth-women policy. The national studies, particularly those parts which show that child health is closely linked to improved living conditions for women, maternal health and nutrition and environmental action, imply that it would be useful to reconsider which statistical categories and social indicators should be selected for determining needs and establishing a children-youth policy.

Preparation of the following types of joint project (with the participation of several States, if possible):

a) Projects to increase knowledge:

Example: joint projects on the following subjects to be carried out by various social sciences institutes;

— Levels of health;
— Youth migrations;
— The status of women;
— The use of play to prepare children for life, etc.

b) Public information campaigns.

Re-orientation of international action

Why is re-orientation needed?

All the improvements and changes suggested by the national studies and outlined in this report are unlikely to materialize unless international action is radically re-oriented. The need for re-orientation applies both to regional action, including that in which the English-speaking countries participate, and to action involving co-operation between the States participating in the Conference and other countries (including external aid). The following gives a general idea of the necessary modifications:

Co-operation between the West and Central African States

The national studies have indicated both how diverse conditions are in the various countries and the many needs which they have in common. The technical seminar could prepare lists of projects, programmes and policies for study by inter-country *ad hoc* working groups after the Conference.

Modifications in the content and form of international assistance

The national studies suggest that the following action is urgent:

a) A shift in emphasis away from urbanization, infrastructures and schooling to such problems as the creation of jobs, job training, rural services and improving the environment, which are more decisive factors in the progress of most children and young people;

b) A change in project options and content based on a better understanding of the indirect socio-economic effects of the projects themselves on children and young people and especially on an assessment of the added impact of related or expanded projects.

c) A change in the methods of financing with a view to substituting "open" programmes comprising feasible projects which are interrelated and are designed to be carried out with the participation of population groups for projects which are entirely pre-established and to be implemented with external assistance.

The three changes suggested above mean that progress must be made in providing and administering external assistance in the following areas:

d) A better controlled distribution of aid among sectors, taking into consideration that imbalances must result when the impact on one sector is too great or too little and the situation is not remedied by other sources of aid[14];

e) Greater inter-disciplinary co-ordination among and within aid agencies with a view to reducing the inconsistency brought about by distinguishing between so-called "economic" and "social" sectors;

f) Consideration not only of over-all growth rates but also of the relationship between growth and the fulfilment of needs and aspirations, the manner in which resources are distributed and the effects of change within population groups;

g) More effective co-operation among aid agencies with a view to reducing areas of competition and inconsistency. This may be achieved through children-youth charters and/or children-youth-women programmes established in each country which specify the respective commitments of the country and the various sources of assistance in their joint effort to meet children-youth-women targets.

[14] The best example of this is the disparity between the amount of aid provided for formal education and the amount provided for the direct creation of employment opportunities.

Part **2**

Proceedings of the Conference

The week immediately preceding the Conference of Ministers was devoted to a Seminar attended by delegates from eight African countries who had prepared national studies, as well as a number of observers. Four Committees were formed to define the salient points contained in the national studies and in the summary report. Their proposals, amended and approved by the Conference of Ministers, are reproduced in the following pages.

General Report of the Technical Seminar

The Honourable Representative of His Excellency General EYADEMA,
President of the Togolese Republic,
Honourable Ministers,
Representatives of External Aid Agencies,
Deputy Director of UNICEF,
Participants in the Technical Seminar,
Ladies and Gentlemen,

The Technical Seminar which met last week to prepare the Conference which opened this morning was attended by the delegations of eight countries, including the host delegation of Togo and the delegations of Cameroon, Chad, Gabon, Ivory Coast, Mali, Mauritania and Niger. Delegations from the Congo, Dahomey, Senegal and Upper Volta attended as observers. Officers from Unicef, consultants and other observers also took an active part in the work of the Seminar.

This brief survey of the problems discussed is not exhaustive nor does it claim to be. It is merely an attempt to indicate the topics studied by each of the four working Committees and to draw attention to basic issues which were raised during the deliberations.

Many of these issues will appear to be muddled, but we can assure you that they will be reconsidered when each topic is dealt with individually, the purpose of this report being merely to introduce them.

During the report, certain points will be repeated because they are of concern to several Committees and their seriousness needs to be emphasized.

We can now enter into the substance of the matter without further delay.

Brief presentation of the work of the four committees

I. Committee I considered the following topic:

"*Children in the 0–5 age group; mothers; the environment*"

The Committee emphasized that children, young people and women are the

largest population group in all African societies and that the future of our countries depends on them. They also constitute a potential source of truly dynamic action.

It is therefore the view of Committee I that the present situation of children in the 0–5 age group and of women and young people imposes very special obligations on our States:

1. The *vulnerability* of women—especially pregnant women—, children and young people in both urban and rural areas has been analysed in relation to:
   — Food and nutrition (deficiencies, ignorance, insufficient production, low family income...);
   — The harsh conditions in which women work, especially in rural areas;
   — The disorientation of children and young people arising from the growth of the towns and the depopulation of our rural areas.

   The vulnerability of this population group calls for far-reaching measures to improve the environment in which women and children live. In implementing such measures, *all African countries* must give priority to problems relating to *water*.

The Committee made specific suggestions, some of which relate to financial needs and to ways and means of financing with resources provided by the population, communities, States and external sources of aid.

2. It is not only necessary to change the environment to make it more livable and better adapted to our aspirations for well-being, some of our *social and family structures* must also be changed with a view to improving the status of women and protecting children. The Committee is therefore studying the following questions and making recommendations on:
   — Health levels and action to protect the health of children and mothers;
   — The priority to be given to the education of mothers;
   — Protection for pregnant women;
   — Health protection for mothers (in particular prevention against the risks of too frequent pregnancies);
   — The status of women (including such questions as the age of marriage, the dowry and work); and
   — The position of women in our societies (including a consideration of appropriate legislation).

II. Committee II entitled the Committee on "*Youth, employment and development*" was particularly concerned with the following questions:

1. *The problem of education and its relationship to employment*

The Committee examined this problem from the point of view of the

adequacy of the education system. Does the present school system meet our needs? Is our educational policy realistic and does it take account of our potential? Is it clear exactly where it is leading us? Should emphasis be put on other kinds of non-formal education? The Committee gave particular attention to out-of-school training, which could

— Supplement school education and be provided concurrently;
— Be adapted to the realities of the environment;
— Be related to development and therefore to economic development projects;
— Aim at increasing production and creating jobs (farmers and craftsmen);
— Be administered in close liaison with the community at all stages (training, absorption into society and follow-up).

2. The Committee then considered ways of ensuring more effective *preparation for life*. This problem was approached in terms of adapting the school system to our needs and to the realities of our life and of absorbing young people into society. The Committee sees a need to restore the dignity of our civilizations by upholding African values in programmes with a view first, to giving us a better understanding of ourselves and second, to opening a dialogue between the generations. The Committee did not neglect the importance of African languages.

3. Finally, what should the structures enabling the integration of youth into the labour market be? How should not only the training of youth but also the creation of employment opportunities for them be conceived? The Committee considered the establishment of appropriate industries and the promotion of policies under which land could be rationally distributed among people of different generations, a credit system to provide capital for young people, etc.

III. Committee III considered how and why *economic development projects* should serve to assist children, young people and women. Such projects have been defined as being large-scale development activities aimed at either increasing the production in a particular sector (agricultural or industrial), or furthering the economic development of a given zone or building up the basic infrastructure. These projects involve the mobilization of important human, financial and logistic resources. They are of *priority concern* in the necessary process of reintegrating social factors into economic activities.

The Committee analysed the partial—and sometimes total—gap between the social and economic aspects of such operations. Their social aspects are often viewed as yielding no direct profits, creating recurrent expenditures and

greatly diminishing the economic return on the operations. The Committee opposes this view in emphasizing that children-youth-women groups should, for the following reasons, be given priority at the core of the economic development projects:

— "Children, young people and women make up a large percentage of the population affected by these projects;
— Women and young people make up what is often the largest, and always a significant, part of that group which carries out the activities, is affected by the changes involved in the implementation of development projects and is responsible for their continuity."

Most economic projects provide solutions to many, if not all, the problems which they create. Thus, while such projects often increase the risk of illness or death, while they cause vast numbers of people to switch too abruptly from subsistence to income farming, they also create structures which improve health and education, provide vocational training and, above all, generate additional income—sometimes in very substantial amounts—which, if utilized more effectively, could finance activities beneficial to children and young people. When the projects are well-designed, they can make it easier for young people to assume an active role in life (by creating jobs, providing capital equipment, etc.). Finally, when large-scale operations are combined with non-conventional methods of training, they can help to solve the problem of providing youth and other groups with a basic education, especially in areas with low enrolment.

IV. The topic studied by Committee IV was "*Children-youth-women and planning*", i.e., the problem of giving due weight to the problems of children and young people in the country plans.

While these problems may have been partially acknowledged by planners in the African countries, it must be admitted that they have not yet inspired the establishment of a specific policy and it has been recommended that such an approach should become a new dimension of planning.

In emphasizing the importance of this approach to the problem in planning, in our different countries, Committee IV does not lose sight of the difficulties which may be anticipated.

The following facts, in particular, were emphasized:

— The lack of cadres trained in an intersectoral approach of this kind;
— The difficulty of persuading overlapping departments to work together;
— The difficulty of initiating a "dialogue" between national and regional organs, etc.

The Committee proposes some broad reforms, two of which seem to be essential:

— Promotion of the children-youth-women group should henceforth be regarded as one of the principal objectives of development planning;
— As of now, "all development projects should be viewed in their overall social and economic context so that their impact on the children-youth-women group is clear".

An attempt to highlight a few essential issues

In this, the second part of the report, an attempt will be made to get a slightly better perspective on essential issues. We are faced with a difficult but useful task.

On the one hand, the findings of the four Committees with regard to the present situation of the children-youth-women group indicate that we should be modest, and even pessimistic, in our goals. A great deal of time and money is being spent in all our countries, first by families and then by States and aid organisations, with only meagre results. For example, while an education policy is undoubtedly of prime importance, it is grossly inadequate. Only a small number of children and mothers really benefit from the measures provided to protect their health and lives. There are indications that young people of working age everywhere are discontented and that in many places they are underemployed.

Furthermore, it is all too clear from the reports of the Committees that progress in solving such basic problems as food, water supply and the advancement of women is still too slow.

On the other hand, have we not come together to highlight efforts to make progress which is more widespread, better balanced and focused more on the basic needs of the group under consideration?

Perhaps it would not be improper or premature to ask that during the next few days you give some thought to six essential issues which seem to merit particular attention for the following reasons:

— Because several Committees have stressed their importance;
— Because they are central to the problem of establishing priorities;
— Or because all the Committees do not attach the same importance to them.

The first issue is one on which there is general agreement. It concerns the fact that in all eight countries *water* shortage is the main difficulty faced by many children, young people and mothers.

Committee I (on mothers and children) noted "the crucial nature of the water problem" and stated that "the children-youth-women seminar could well have been devoted entirely to the water question".

The Committee on economic development projects (III) recommends that water supply should be the focal point of an integrated development project to be carried out in each country with strong international support.

Finally, the only concrete recommendation made by the Committee on Planning (IV) is that "international financing should be sought for water and environmental sanitation programmes".

We therefore suggest that you give consideration to the establishment of an inter-committee working subgroup which could formulate some concrete recommendations regarding this *crash programme.*

Second issue—Turning from the easily decided water question, on which there was general agreement, we should now like to take up the priority to be given to the other issues. In our view, the Conference should reply to the following question by indicating a single course of action or by suggesting several alternatives: "*What action can most usefully be taken at the present time to assist the children-youth-women group not only to meet its most immediate needs but also to prepare a better future?*"

Since each Committee worked on a single topic, they did not have an opportunity to establish priorities among their respective proposals. The two rapporteurs feel that, in addition to activities aimed at solving the water problem, the following types of action should be given priority:

a) A more vigorous effort should be made in the field of *nutrition* and food, which means that a great deal more emphasis should be placed on incentives and training for *women* in rural areas;

b) Action aimed at the *creation of employment opportunities for and by young people* should be strongly encouraged. Programmes aimed at increasing employment opportunities for young people should be more widespread. They should be carried out at the village, as well as the town level and should be extended to dropouts as well as to those with no schooling. Two ways of achieving more realistic preparation for employment are suggested: Committee III (economic development projects) suggests that additional training should be given to young people who are already working whereas Committee II advocates pre-vocational and vocational training for young people before they enter the employment market.

c) Finally, *non-formal education* should be extended to cover the population as a whole, including youth and school-age children, for example in connection with economic development projects.

The priority given to these three aspects, which are not conventional development activities, will obviously come into competition with current priorities, particularly:

— With the very high priority given to formal school education;
— And with the no less important priority given to urban services.

Third issue—Thirdly, and this was one of the major questions raised during the Seminar, the Planning Committee (IV) underlined "the need to draw up a children-youth-women policy based on the long-term model of the future society to be promoted", that is to say, on the definition of what we expect future society to be like. This gave rise to a detailed discussion which the work of the Conference will help to clarify. The main themes of this analysis on the prospective model of society have been outlined by the Committees:

a) Firstly, what role will women play?
What status will they enjoy?
What systems of marriage will exist?
What movements will contribute to the advancement of women? etc.

b) Next, what place will youth occupy in society?
Where will young people live?
As a result of what kinds of jobs?
What kind of life style will they have?
On the basis of what type of training and education?

c) Thirdly, what forms will social equality take?
How can unequal opportunities among children living in towns and rural areas be reduced?
To this end, should the various education or training systems be standardized, or should they be diversified to cater better to the particular characteristics and needs of the different communities?

d) Lastly, how can the link between traditional communities and modern groups be made more dynamic?
Can literacy in African languages help to bridge this gap?
How can progress be made regarding the role of village élites (midwives; "local herbalists who wield influence"; peasants, etc.)?

Fourth issue—Each Committee's report stresses that the necessity for giving direction to progress goes hand in hand with the necessity for the population itself to participate in progress.

For the Planning Committee (IV), "a children-youth-women policy can only be successful if it reflects the deep-rooted aspirations and needs genuinely felt by those concerned"; it therefore envisages "legislative and administrative measures to facilitate popular participation".

Committee I (mothers-children) notes that, "in view of the slender resources available, a strategy of general mobilizations is required".

Committee III (economic development projects) indicates that "any attempt to improve the well-being of children will be futile unless it is actively supported by the entire population". It adds that "experience also indicates that, where such global participation does not exist, the increase in incomes resulting from an economic development project does not necessarily bring about progress in this, or any other, social field".

Fifth issue—The question of how the population can participate effectively leads to discussion of the means required for global action to benefit children and women.

The Committees were unanimous in deploring "co-ordination difficulties", the "haphazard and sporadic nature" of the measures taken on behalf of children, youth and women, and the "sectoral approach adopted", particularly in "development projects of an economic nature, which, in most cases, disregards the social implications". Furthermore, they demand that new criteria be used in selecting projects in order to transcend the narrow concept of economic return.

Everyone is therefore agreed on the need for improved means of action, which must be such as to ensure a continuing and directly experienced link between social progress and economic growth within each human group. It is hoped thereby to avoid the dangers of imbalance which have a particularly serious effect upon children, youth and women.

Agreement on how this more demanding approach to over-all progress should be achieved is less evident.

With regard to means of action, the following trends were noted:

a) This is a period of disenchantment with planning; plans are not taken very seriously and development plans are not complied with;

b) However, there is some hope that plans may be taken more seriously as regards children-youth-women aspects, but they seem limited to functions of conception and control.

c) Two proposals were made for achieving the direct or indirect aims of a children-youth-women policy:

— The Committee for economic development projects suggests the gradual enlarging of the scope of such projects so that they can become "priority vehicles for the reintegration of social and economic aspects";

— Committee I (mothers-children) proposes improving co-ordination in the field between social, health, education and rural development services.

Sixth issue—Finally every Committee proposes various improvements concerning the modalities and content of external assistance. For some types of aid it will mean pressing forward with past efforts to adopt less sectoral procedures and to improve co-ordination between external assistance and the activities of other agencies in the field. For other types of aid, the objective itself will have to be radically changed.

With regard to the modalities, the following improvements have been proposed:

— "To improve the flexibility of aid" (in particular, the time schedule for implementation);
— "To reconsider the use of conventional criteria in the selection of projects";
— "To be more flexible about bearing the cost of operating expenses";
— "To increase consumption of local products";
— "To strengthen co-ordination and harmonization between various types of aid (multilateral and bilateral)".

Moreover, it is proposed that, in order to be more useful to children, youth and women, the various types of aid should be specifically applied to areas which are now receiving very little assistance, such as:

— Water, environmental sanitation and education relating to the utilization of water;
— Development of food crop policies (and priority aid to women);
— Non-formal education of adults and children;
— The creation of jobs and the necessary training for them.

Furthermore, the progressive expansion of the scope of economic development projects is strongly recommended and will require new methods for the preparation and follow-up of such economic development projects.

It would be very helpful if the representatives of the various types of aid would give their initial reactions to the innovations proposed during the debate so that the ways and means of implementing them can be better prepared.

Final wish

Before concluding, we would like to say how happy we were during the technical seminar to note, among experts from so many different disciplines, a significant weakening of many of the barriers which generally compartmentalize our different fields of action. Such compartmentalization forces us to live apart with the result that we never stop talking about co-ordination! We have lived through a week during which our discussions have focussed upon the real problems of population groups; this has helped us to refrain from

championing our own particular fields; it has made it possible for new ideas to emerge without any significance being attached to their authorship.

It is because of this feeling of happiness that we would like to express the hope as a closing note to this general report:

"That each of us, during the Conference and more particularly after it, should think first of children, youth and women in our countries and forget, as far as possible, 'his' own department and even 'his' own budget, and begin to think in terms of the global approach which is the object of our meeting!"

Rapporteur-General of the Seminar: Malick SENE (Mali)

Deputy Rapporteur-General of the Seminar: Mamadou MOUSSA (Niger)

Committee No. I

Children from 0–5 years, women, youth, environment

Membership of the Committee

Delegates: Cameroon, Chad, Gabon, Ivory Coast,
Mali, Mauritania, Niger, Togo
Observer: Dahomey
Unicef staff and consultants

Contents of the report of the Committee's work

A. Nutrition problems

1° Availability of food supplies from the dual viewpoint of their distribution in time and space.

2° Nutrition education as an important factor in the rational utilization of available food supplies.

Available food supplies and their distribution

The Committee considered the following aspects:

a) production
b) marketing
c) conservation

} of food products in relation to over-all economic concerns.

A short list of wild fruit and vegetables which are very popular in African diets in Togo

African names (for the edible part)	*Scientific terms*	*Edible parts*	*By whom eaten*	*Nutritive value Comments*
Kiditselo Nyimotsetse (Togo)	*Nauclea latifolia* *Sarcocephalus Esculentus*	— fruit — leaves (medicinal purposes)	nursing babies	Vit. C, Provit. A Protein
Atitoe (Togo) (Ewe)	*Dialium* *Guineense* etc.	— dry pulp fruit — leaves (medicinal purposes)	mainly children	Vit. B carbohydrate (sweet)
Soto } Togo Wo } Togo	*Parkia* (various)	— farinaceous pulp of the pod — cooked seeds	children and adults entire family	Vit. C, Provit. A Vit. B Protein 32.3 gm % gm
Telim } Togo Amagba } Togo	*Baobab A* *Adansonia* *Digitala*	— leaves — fruit pulp — fruit seeds	entire family — —	Vit. C, Iron Vit. B, Calcium Protein 30 gm % gm
Fo (Togo) Fon	*Vitex cienkowsky* *Vitex* (various)	— fruit pulp — leaves for medicinal purposes	mainly children	Provit. A Mineral (carbohydrate)
Begnefala (Senegal) Gbemle (Togo)	*Cymbopogom g.*	— leaves (seasoning) — leaves (medicinal purp.)	culinary purposes	— —

a) *Production*

Referring to the inadequate methods utilized to date, the Committee declared that innovations in the field of applied research for the following activities were particularly urgent:

— Preparation of an inventory, as detailed as possible, of the quantity and quality of food supplies available in each country or group of countries within the same climatic zone. The Committee assumes that the government authorities of the country or group of countries will give priority to such a measure.

  In preparing this inventory, the usual familiar products and those which are picked, but not in common use, should be included, because it is well known that certain unfamiliar or little-known wild fruits are particularly rich in extremely important nutrients.

  The inventory should be the responsibility of the central planning bodies of a committee comprising representatives of the planning division in the case of intercountry projects.

  Its main purpose will be to ascertain the food requirements of the population as a whole and particularly those of the "children, women and youth" group.

  In order to enhance the effectiveness of the central co-ordinating bodies, regional officers must be able to harmonize regional operations, ensure the continuous exchange of information and guarantee communication within a country or between countries:

— Studies of dietary habits and food consumption patterns of the populations of different regions; these should produce a clear idea of the guidelines and objectives of nutrition education programmes;

— A pedological survey to ascertain the nature and properties of different soils and their potential or how they can be improved for the planting of new crops;

— Urgent need to provide for the training of qualified personnel at all levels (specialized supervisory staff, food and nutrition researchers and animators);

— Aware that water is of vital importance in the production process, the Committee strongly recommended a policy for:

  — The earliest possible implementation of a rural water system for crops and livestock development;

  — Irrigation and cultivation of palm groves in desert regions;

  — Drainage of flooded areas to reclaim cultivable land and eradicate the source of water-borne diseases.

— Furthermore, the Committee emphasized the need to develop communications, an essential pre-requisite for the transport of food supplies from one area to another and to facilitate the financing of operations to develop food crops with the proceeds from the sale of industrial crops.

b) *Marketing of food products*

The Committee recommended a bolder and more imaginative approach to:

— The improvement of transportation (particularly air transport), through agreement with the national and multinational companies on freight cost;
— Development of communications between neighbouring countries and within each country;
— Special customs privileges for the import and export of primary foodstuffs, particularly protein-rich foods;
— Protection of local products against a certain kind of foreign competition and stricter price control to put an end to such abuses as the sale of products at high prices on the pretext that they are imported from Europe.

It specially recommended the strengthening of all forms of co-operation between countries in the region (information, exchange of experiences and qualified personnel, etc.).

c) *The problem of food conservation*

The Committee made the following proposals:

— To study traditional methods of food conservation and discover which methods could safely be used to advantage in this field;
— To warn populations against the use of toxic substances without appropriate supervision or education;
— To establish national offices for the promotion and conservation of food crops at different stages in the production process.

Nutrition education

The Committee, acknowledging the decisive role of women in this field, considered the question of the education of women from two points of view:

Women as producers	in rural areas where they work in the fields; in urban areas where they sometimes help to raise the standard of living of the household;
Women as consumers	conversant with the food habits of their families and their own culinary ability.

a) Insofar as women are considered as producers, the Committee made the following suggestions:

1. To increase their productivity by improving agricultural and crop techniques and developing rural facilities and education.
2. In towns, working women should be protected by legislation which gives equal recognition to their status as workers and their role as wives and mothers. They should receive instruction on the role they are expected to play in the family and in society.

— To begin basic training at an early age within the framework of both formal and non-formal education;
— To co-ordinate education and training through better utilization of local products;
— To promote and improve more recipes for African cooking and teach them in vocational schools;
— To provide polyvalent training (including nutrition) of teachers and medical and social assistants (midwives, animators, etc.);

b) Insofar as women are considered as consumers, the Committee advised the following additional measures:
— Action to combat food taboos;
— Consumer education (for men and women), especially in women's organizations.

B. Protection of the pregnant woman, delivery and child care

The Committee was primarily concerned with measures to ensure the safety of the pregnant woman and the best possible conditions for her delivery, and the care of the baby, particularly during the crucial weaning period, and of the school-age child. It also discussed the overworking of women in our societies, and the increase in pregnancies.

Pregnancy

With regard to the safety of the pregnant woman and the guarantees of satisfactory conditions for a normal delivery,

— It was generally recognized that a pregnant woman, without being abnormal, is a special person, by reason of her biological, physiological and psychological condition and has special food requirements, particularly of a qualitative nature;
— It was recognized that the traditional way of life took very little account of these special needs, particularly in rural areas and among most women in urban areas;

— That health coverage, which is poor in the towns and practically non-existent in the rural areas, was not adequate for following the course of a woman's pregnancy and protecting her from the difficulties encountered during the pregnancy and at the time of delivery; consequently, in the vast majority of cases, deliveries are made in unhygienic conditions sometimes with the help of an older woman in the family or a traditional midwife. As a result there are inevitably complications and all kinds of accidents.

Weaning

All the participants, on the basis of either their own experience or the fairly numerous studies on the subject of weaning, deplored the high morbidity and significant mortality during this period (from age 1–2 years). "*A child that is breast-fed is likely to be healthy—a child that is bottle-fed is likely to be sickly.*" These conditions were attributed to:

— Nutritional reasons, sometimes due to disparities in the geographical distribution of food;
— Low purchasing power, which prevents access to the most recommended foods (protein);
— Ignorance of the specific dietary requirements of a child depending on his age;
— Unquestioning acceptance of bottle-feeding (use of bottle-feeding without sterilization).

All the reasons for accidents during weaning were reviewed.

The Committee noted in particular that weaning was always abruptly discontinued; the child suckled for a long time, for various reasons (economic and cultural), was suddenly placed before the family meal, with no transition or preparation. Unable to compete during the family meal and suffering from his sudden neglect, the infant only gets the carbohydrate component of the family menu and then gradually becomes vulnerable to dangers of protein deficiency.

The Committee had a long discussion on the important question of the supplementary feeding of children beginning at the age of six months, when the mother's milk alone is not sufficient to meet his biological needs.

Generally speaking, it is thought that such supplementary feeding, which should be balanced in glucides, proteins, vitamins and mineral salts, can either be found in farm products or bought and then prepared by the mother, until the child is of an age to take his place and assert his rights at the family table.

The Committee noted that, whereas weaning is a normal physiological stage in the growth of a child, like teething or puberty, weaning difficulties are

encountered during incorrect weaning. In fact, a correctly fed infant, that is to say an infant who gradually receives the increasingly complete and rich food required for its growth, will not be prone to weaning accidents. This presupposes that the specific needs of a child at different ages are known and that the necessary food products are available locally (proteins and vitamins).

A child whose mother is ignorant of his specific needs at certain stages of growth, and particularly at the time of weaning, will only be given food which is poor or totally lacking in proteins, vitamins and mineral salts during the weaning period. Such a child will have weaning difficulties; he will be ill and the only way to cure his illness is to give him proteins and vitamins. Better still, these would prevent the recurrence of such incidents.

It is therefore important to develop the mother's knowledge through nutrition education that is well organised, simple, accessible to all women and based on the local foods which are most often used and less familiar foods, which will have to be entered on the list for common use.

However, the Committee believes that, although some countries have an adequate technological infrastructure and satisfactory purchasing power, there may be many reasons why they have to cope with illness due to incorrect weaning. In such cases, it suggests the semi-industrial or industrial manufacture of enriched foods on a large or small scale for distribution to sick children or for sale on the market at very low prices.

The school-age child

Like his mother and his little brother or sister, the school-age child is the victim of the very low economic potential of our societies and of the poor social and cultural environment and faulty technological infrastructure it produces;

— Lack of educational establishments which often results in the child having to travel many miles to school;
— The low income of parents who cannot always guarantee their child the means of subsistence (sometimes only carbohydrate foods are provided to the exclusion of proteins).

Brilliant school achievement cannot be expected in such cases.

School canteens have therefore been advocated, encouraged where they existed, recommended where they were still lacking.

Not only do results improve among children who eat in school canteens, they also have the possibility of receiving nutrition education and being instructed in elementary hygiene. The Committee insisted on the use of local foods in school canteens to avoid disparity in the children's diet at school and in their family environment.

In short,

— Whether it be the pregnant woman in danger during pregnancy or at delivery,

— Or the infant abruptly exposed at the time of weaning,

— Or the school-age child who is sickly and hungry,

all these ills are the result of insufficient economic development and the poor social and cultural environment it produces.

Overwork of women and young girls

In this connection, emphasis was placed on the increasing need for a change of attitude so that men would consider women as equal partners.

Several participants were of the opinion that a change of attitude among women was also needed. Women are easily persuaded to accept an inferior position and make distinctions between themselves and men.

The suggestion was made that in order to bring about that change of attitude, the ground must be prepared in the family environment itself, starting in particular with the basic education of the child, especially the boy.

In general, the participants, while recognising that the role of women as spouses, mothers and producers is very important, stressed the need:

a) To preserve the equilibrium of the family unit;

b) To observe the sociological context in order better to understand the social impact of the innovations proposed.

Several participants stressed that special attention should be given to girls and to women in agricultural regions where there are not as many opportunities for education as in urban areas.

Attention was drawn to the need to take the necessary measures particularly at the legislative level to protect the health and well-being of women and make them conscious of the role which they should play in society. National efforts to that end are being made in some countries.

Some speakers expressed the view that since the participation of women in the economy has become a reality in some countries, it was appropriate to examine ways and means which might facilitate or lighten their work, both inside and outside the home. The shortage of nurseries, the absence of transport facilities and wood-gathering and water-drawing chores are activities that impair the health and well-being of mothers and women. One participant mentioned that it would be illusory to seek to modify attitudes without first changing the social and economic conditions which produced them.

With regard to spacing of pregnancies, the general conclusion which emerged was that none of the countries considered has taken an official position, although signs of a change in attitude have been observed, especially in urban areas.

Some participants expressed the view in the course of discussion, that their country needed a larger population; they nevertheless stressed fewer but healthier and better educated children as a goal.

In spite of opposition to the principle of birth control and to the concept of an under-populated Africa, it was acknowledged that in most countries many women are interested in birth spacing.

In view of the aspirations expressed by individuals in some quarters for birth control in order to protect the mother's health and to provide a better environment for the newborn child, and also in view of the fact that the dangers of abortion by traditional and uncontrollable processes which often produce irreversible effects and sometimes have fatal results, some countries have finally come to the point of implicitly allowing semi-official agencies to undertake and supervise activities aimed at informing the public and at incorporating the problem of birth spacing in over-all medico-health activities; this is being done within the context of an appropriate population policy. In other words, account will be taken of modern scientific, chemical and physical means and devices and an effort will be made to ensure a healthy population growth, which is a factor in the increasing production and, therefore, of social and economic development.

C. Status of women

In taking account of the important role of women in the education of children, the Committee considered the status of women, which it examined from the following points of view:

— Marriage systems;
— Situation of single women;
— Social status of women in African societies.

Marriage systems

The Committee noted the *de facto* or *de jure* co-existence of polygamy and monogamy in all the countries concerned. That situation was regarded by participants as an illustration of the transition through which African societies are now passing. However, the dominant trend appears actually to be towards

monogamy. This trend has been strengthened in all eight countries by education campaigns and the economic modernization they are undergoing.

After making those fundamental observations, the Committee examined the advantages and disadvantages of polygamy and monogamy in present-day societies. It refrained, however, from taking a position in favour of or against either of the systems, considering that the essential point was the welfare of children and women. After noting that in all the countries under consideration legislation concerning the family code had been adopted or was in preparation, the Committee expressed the following wishes:

— That such legislation, with a view to the welfare of the child, should seek to ensure the stability of the family;
— That such legislation should take account of the socio-economic situations and political regimes in the countries concerned and should not be transplanted ("parachuted") from abroad.
— That the family codes should be drafted with the effective participation and collaboration of all the representative segments of the population and, in particular, women.

In this chapter devoted to marriage systems, the Committee examined other questions relating to:

— The dowry;
— The age of marriage;
— The dissolution of marriage.

Dowry

The Committee noted the efforts being made in all eight countries to codify the practice, efforts ranging from outright elimination of the dowry to the establishment of a legal amount for the dowry.

In most cases, however, the legislative measures taken in the matter are rarely applied. To remedy this situation, the Committee recommended:

— That the basic education of the population on this question should be strengthened;
— That penalties for the violation of legislative provisions should be more severe;
— That the dowry should once again be regarded as symbolic.

Age of marriage

The Committee noted that a number of countries have adopted legislation fixing the minimum age of marriage (between 16 and 18 years of age for girls).

However, there are countries where no legislation has been adopted in this field; in countries where measures have been taken, they are rarely applied. In addition, the inadequate system of civil registration makes it difficult to enforce. Furthermore, as in the case of the dowry, the Committee recommends the strengthening of penalties for violations of laws concerning the age of marriage (such violations should be treated under the law, in the same way as the kidnapping of minors) and the establishment in all the countries concerned of a minimum age of marriage for girls.

Dissolution of marriage

The Committee noted the diversity of régimes, which range from simple repudiation (in Islamic practices) to legal divorce and include the death of one of the spouses. In each case, it was pointed out that the child is seriously endangered. However, since in the final analysis, this is a matter which primarily concerns the couple, it was recommended that care should be taken, in the drafting of legislation, to safeguard the interest of the children and to promote measures conducive to stability in the household. In addition, the suggestion was made that countries should, where possible, investigate the situation of the children of divorced couples.

Situation of single women

The Conference defined a single woman as a girl who is not yet married or a woman who is divorced. It noted that in most cases, the woman continues to be subject to the authority of her family. In some countries, however, very favourable legislative measures have been adopted that seek to avoid a situation in which the divorced woman is left to fend for herself. The Conference stressed the need to protect unmarried mothers and their children.

Social factors affecting the status of women

This question was examined from three standpoints:

— The responsibility of the man and of the father in the life of the couple. The change in the status of women is intimately linked with a change in the attitude of men.
— Women's organizations.
— Religious organizations.
— Women and employment.

Role of women's organizations

The Committee noted that wherever women's organizations were well structured and dynamic, they succeeded in playing a decisive role:

— In the social advancement of women through educational and training activities;

— In focussing attention, at the government level, on the specific problems of women by making the authorities and the public aware of them.

Thus, in most of the countries concerned, the progress made towards improving the situation of women has been due to the dynamism of women's organizations.

Role of religion

The Committee deplored the fact that in many cases religion was being represented as teaching things which it had in fact never taught. In addition, attention was drawn to the occasionally important role of religious organizations in ensuring the welfare of mothers and much more frequently that of children (orphanages, nurseries, etc.).

Women in employment

With regard to this important question, the Committee noted with satisfaction the efforts made everywhere to eradicate the discrimination which women have so far encountered in employment. It was however, obliged to note:

— *De facto* discriminations of two kinds:

  — The physical make-up of women restricts their employment in certain occupations;

  — Prevailing attitudes among men and women are not such as to favour equal training of boys and girls;

— Marriages and pregnancies at an early age are obstacles to the continuation of education;

— Various legislative measures are often incomplete, particularly with regard to the question of pay during maternity leave.

The Committee therefore recommends that all forms of discrimination which still exist should be abolished and that new measures should be taken with a view to giving women more free time (day nurseries, kindergartens, etc.).

It is in that spirit that it examined the chapter:

D. Water resources - sanitation (environment)

The Committee points out, first of all, that the entire seminar could in fact have been devoted to the question of water, since it is a problem that not only is found in all the countries concerned but also is fundamental to all questions relating to maternal and child welfare, as well as to human problems in general.

The Committee noted, however, that the importance of the question and the crucial nature of the problem of water have not always led our Governments to formulate a *genuine over-all water policy*: in most countries, the water problem continues to be the primary concern of a number of technical departments (health, water supply, rural engineering, agriculture), but these departments seldom are co-ordinated and rarely operate under a unified policy.

It unanimously recognized that while the organization of water consumption is a matter for the local communities, the question of water is so important that the responsibility for its production can be placed only at the level of the State.

For decisive solutions to the problem of water, the following measures should be taken:

a) A national short, medium and long-term water resources policy should be established, after a detailed study of water and soil conditions;

b) An agency should be created at the national level in each country to make and implement a water resources policy. It may take the form of a national co-ordination committee under, perhaps, the Ministry of Planning, or of a bureau or even a Ministry of Water Resources.

Among the measures for dealing with water problems, the Committee recommend that particular attention should be given to:

— The use of international assistance for the purpose of drawing up a list of the requirements and specific problems of each country with regard to water resources;

— Co-ordination of international assistance for the development of water resources and services and sanitation within the framework of country-level water resources plans.

E. General recommendations

The Committee gave particular attention to the total cost of operations deriving from a women and children policy and carried out in improved

surroundings, which would provide adequate human resources for the implementation of our development plans. For that reason, the Committee considered that:

— Such a task can only be carried out if it receives concrete and priority support from the competent government authorities;
— That policy option should be given priority when national funds are apportioned among the various ministries.

Nevertheless, since we have great hopes (those shared by any twentieth-century society which is aware of what scientific development offers to mankind), and since we are aware of our requirements and of our modest resources, an attempt should be made to bridge the gap between legitimate requirements, which are huge, and real resources, which are limited.

Initially, there will be a need for original solutions based on full utilization of our material and human resources. For that reason, the Committee considered that it was important to recommend:

1° Action by all the traditional services for mothers and children (health services, social services, etc.);
2° In addition, the involvement of persons whose activities contribute indirectly to improving social welfare (agricultural officers, state and private school teachers, etc.).

Of course, this gives rise to considerable problems of organization:

— Planning action to be taken in view of the goals desired (that is protection of mothers and children, with a view to creating a national asset for the development effort);
— Co-ordination of the activities of a heterogeneous work-force from all walks of life who must be taught both to work together and, most important, that the individual's work in a given field should complement that of others and lead always to an improvement in general living conditions.

The Committee therefore had to consider a new way of co-ordinating the work of existing institutions in order to adapt them better to a strategy of full utilization of limited resources.

In some countries, independent mother-and-child welfare or health services are operating with some success.

In general, the Committee expressed its opposition to mother-and-child welfare activities which are marginal to other public health and social advancement services. The general trend is to favour the integration of all social welfare activities, to ensure:

— Strict co-ordination and control on a regional level;

— Exclusively central planning, in permanent contact with operational teams in the field.

In this way the Committee, in dealing with the problem of training, especially for health services, strongly recommended that more auxiliary staff should be trained for specific, urgent practical tasks. Such staff should be regularly checked, during work and during training.

The Committee laid particular stress on the training of midwives, paid or voluntary depending on the country, whose assistance to women in rural areas may be of great value.

Also in the health field, the Committee recommends a methodical and patient approach to all those who, in our traditional societies, serve as local herbalists and wield influence in the community—"healers" and priests of traditional religions. This has the advantage of keeping them under surveillance and keeping out charlatans, and, especially, preventing them from destroying what the public services create.

Co-operation on the part of the population is a primary condition for success.

The Committee noted that urban and rural populations were not indifferent to efforts aimed at development and progress.

This increasing awareness is an encouraging basis for the development of community activities conducted by the people themselves. Here the question of education is especially important and dominated the work of the Committee. In nutrition, the protection of pregnant women and their specific needs, and the training of polyvalent personnel and for auxiliary activities, education is the solution which is often arrived at.

It is through education that a mother will understand that her own milk is the best food for her baby for a limited time only. It is through education that she will understand that the use of a feeding bottle is very dangerous, and that all the nutriment necessary to satisfy the specific needs of the child is in her "backyard", or at least not far away.

At the same time, the Committee did not ignore the possibility of external assistance. However, in this field it would like to see a review of the way in which aid organizations operate, as regards both bilateral and multilateral assistance.

For external assistance to have the greatest chance of success, the Committee considers:

1. That the assistance should answer a real need for social protection which is felt, expressed and evaluated by the country concerned;
2. That an infrastructure should be set up to facilitate the absorption of assistance (both in a psychological sense and with respect to equipment and supplies and personnel).

3. With regard to the problems of children and mothers, and especially those of malnutrition and undernourishment, the Committee recommends:

a) That external assistance should be aimed at promoting the consumption of local products which form part of the dietary habits of the population;

b) That it should be aimed at increasing and diversifying the output of local products, bearing in mind the specific characteristics of certain areas of the country;

c) That it should enable the recipient countries to adapt it to their own needs, and to market those which are not adapted in order to purchase products which are appropriate.

In connection with water supplies, the Committee urgently appeals to all national and international, public and private organizations to support the policy drawn up by each of the countries concerned.

Their involvement is desirable at all levels, as a matter of immediate priority. The Committee believes that, in view of the economic difficulties retarding the development of regular health services, the quantitative and qualitative improvement of water resources would change considerably the conditions in which women and children now live.

Committee No. II

Youth, employment and development

Composition of the Committee

Delegates (eight countries): Cameroon, Chad, Gabon, Ivory Coast, Mali, Mauritania, Niger, Togo
Observers (three countries): Congo, Senegal, Upper Volta
Unicef staff and consultants

Contents of the report on the Committee's work

Introduction

Within the framework laid down by Group B during the first two days, the Committee on the Employment of Young People and Development adopted a comprehensive approach to the problems of education and the preparation of young people for working life by the various methods which States have used up to the present.

Statements during the meetings may be classified under a few main themes brought up by several delegations with various points of view. They concerned the following points:

1. — The concept of education in its widest sense, and the need for a new approach;
   — The reintroduction of African values and of African national languages to express them;
2. Participation in the educational effort by the population and the many people working in the field, and consideration of the aspirations of the young people themselves;
3. Strengthening of out-of-school forms of education, especially in rural areas, taking into account local conditions and the need to integrate education into the development process and to increase production and employment;
4. Redefinition of the concept of age groups;
5. The application of external aid assistance to projects of an innovative nature.

I. New directions in education

A. *Concepts and definitions*

During the long debate at the beginning of the meeting on the main theme of "formal and non-formal education", it became apparent that there was some confusion about the use of such important terms as "education", "formal and non-formal systems", "out-of-school", "age group", "employment", etc.

Following a fruitful exchange of views on these concepts, the following definitions were proposed:

Education should be carefully distinguished from instruction: while instruction is limited to simply passing on often abstract and irrelevant knowledge, education is directed towards shaping the whole personality, in other words towards the socialization of the individual.

These two approaches to the art of leading young people to adulthood have produced two distinct methods which educational experts refer to as the "formal" and "non-formal" educational systems. The first means the traditional school, which does not cover all the aspects of development. The second, on the other hand, is the "school of life": its aim is to impart a knowledge of the real surroundings and of how the individual can affect them. In other words, young people are to be given practical training leading to a job and educated in a comprehensive manner so that they may become truly active members of society.

The basic justification for the "non-formal" educational system, and the foundation for some of its methods, is a democratic concern for the interests

of all members of society, taking into account the special skills of each individual. Young people fall into three categories—school attenders, school drop-outs and those who have not attended school. At the present stage, the concept of "out-of-school activities" is still imprecise. In certain cases, it may include training or recreational activities for school attenders or for non-attenders who are outside the training systems mentioned.

For all young people not attending school, the non-formal educational system is the only opportunity to prepare for working life: hence this system is widespread and of great importance in countries with low school enrolment.

However, the special nature of non-formal education is due to its role in the development process as an instrument for preparing young people for work, enabling them to play a conscious role within the community, in meeting its real needs, especially within the framework of economic development efforts and in the private sector.

The non-formal educational system should be able to meet as effectively as possible the requirements of society.

During discussions on this subject, many statements dealt with the concept of age group. Controversy arose over the question of defining the age range to which non-conventional or "out-of-school" education is applied and the possible extent of action by Unicef in this area. At the very outset, the classification of age groups which appears in Unicef working documents was challenged as being extremely inflexible and as not being applicable to population groups in African countries.

This classification, which could be of universal application for Unicef, based as it is on well-established data drawn from psychology, from ethnology and from experience in development, was linked with the concept of the "adult". In Africa, this concept is defined not with reference to a stage of physical maturity or chronological age, but with reference to certain socio-cultural criteria which, of course, vary from one society to another. In certain cases, children become "adults" at the age when they can go out and work in the fields and assume a degree of social responsibility; in other cases, a father must wait until his son has reached the age of puberty before he himself can be admitted into "adult" society.

Finally, the desire was expressed that Unicef should base its assistance on a more flexible concept of "youth".

At all events, among the socio-cultural criteria most frequently utilized to define the "young people-adults" dichotomy, participation in production and in communal life (family and social responsibility) was considered the most certain method of becoming a member of the adult group in the village.

Within the framework of the Committee's work, the concept of employment was used not to designate only wage-earning occupation in the modern sector, but in its wider sense, to include also employment in rural areas, and it covers both employment for others and self-employment.

It was therefore concluded that the best method of encompassing the full scope of the concept of employment was the adoption of an approach which would take into account both economics and social relations and which would make it possible to regard employment both as a means of livelihood and of participating in the progress of society, and as a reason for living.

B. *Strategies for changes in education*

If the new direction in education is to be effective, one or several strategies for change need to be clearly devised for the purpose of producing a new kind of Man for a new society. This means introducing a veritable mutation both at the level of the individual and of his environment. This will be achieved by re-examining the whole concept of education, whose aim should be the preparation of all individuals for development operations in a national context.

After consideration has been given to the situations existing in most countries, as reflected in national studies (in other words a succession of reforms which are not assessed, juxtaposition of structures, proliferation of costly and unco-ordinated pilot programmes, usually promoted by certain sectors of external assistance), it would seem necessary for national authorities (political, economic and educational authorities) to start by examining all the structural, financial and administrative implications of the changes planned. This would require, as an initial step, determination and introduction of:

— *Ways in which all members of the communities concerned can participate* in establishing the goals and content of training, and also in inculcating the basic values of the environment;
— *A system of continuous evaluation* of results in the light of established targets;
— The *economic conditions for absorbing* trained young people into the labour force (*ad hoc* facilities, etc.).

In a word, school and all forms of education should be socialized, involving everyone in the same struggle so that the environment may contribute actively both to school reform and to the integration of young people into a changing society. This, of course, means that all those involved in education will have to be equipped with new methods of working together and above all, the new role of the teacher will have to be redefined. In this new approach, the teacher

should no longer be thought of as the guide or master and even less, as a representative of an elite, but as a trainer, a link in a multidisciplinary chain of personnel whose combined action helps realize the aspirations of various groups and restore to the young African the civilization which is his.

However, this process of renewal is bound to encounter serious new obstacles not the least of which is the high cost of the operation. The problem of cost has for too long been ignored by educators whereas change demands a sustained effort. Nevertheless, it should not be forgotten that change should make it possible to reduce the heavy social cost, however difficult it may be to measure, or the system inherited from the past (involving the break-up of the family and the social group, the rural exodus, delinquency, etc.).

The inertia exerted by external influences should also be reckoned with in this strategy. Breaking with the past is not easy, and too often we find ourselves caught between our desire for renewal and external pressures which resist innovation.

II. Preparation for and involvement in the development process

A. *Coexistence of two systems*

Within the framework of the strategy for change, the problem arises of the coexistence of two educational systems. On the one hand, a traditional system, more or less improved, is being maintained; on the other hand, a new type of education has been introduced which concerns a different age group and is based on more active preparation for involvement in the development process.

Past experience shows the difficulties, disadvantages and obstacles of all types which make it difficult to retain two coexisting systems of education in any one country. The ruralization of instruction and the establishment of non-formal educational machinery may promote a more rapid extension of *fundamental education* to a greater number of children. To date, this method has not always shown that it can produce equality of opportunity for all young people, whatever their background, by providing access for rural young people trained under the non-formal system to all levels of responsibility.

Two other factors may lead to failure. Firstly, the apportionment of financial resources for each type of education undeniably benefits the traditional system, and relegates the other to the status of poor relation. It adds to the confusion by presenting innovation as a form of cut-price education. Secondly, the maintenance of two parallel structures at all levels as is the case to-day, with no interpenetration, creates a dichotomy which soon becomes intolerable.

Carried out in isolation, any innovation which upsets traditional arrangements is adversely affected by the immobility of the educational systems in the surrounding countries which maintain the external model.

How to break away from the systems which have been inherited from the past is still another problem. The political will to change is essential.

In certain cases, should the coexistence of education systems be considered as a strategy, or as a goal? In other words, should the dual system be retained, or should such a situation be considered as a necessary transition toward a unitary educational system?

In view of the all-encompassing nature of development, two courses may be followed. The first consists in taking what exists, in other words formal instruction, making alterations to it and relying on the demonstration effect of pilot experimental classes and a new type of teacher training. The other, in contrast, involves considerable reforms in the educational system, and a break with previous concepts, methods, content and structure.

B. *Employment of young people*

A review of national situations demonstrated, despite regional differences, the following features:

1. The probable trend of employment offered by the modern sector will at best offer openings only to a minority of young people entering the working population each year. Young people without a school education have no chance to do so; and a proportion of young people who have received an education, which will vary from country to country, will not find employment (unemployment of school graduates);
2. In the present state of knowledge, the specialized services (planning, employment, rural development) do not possess methodological tools for a new approach to determining employment possibilities outside the modern sector (in crafts or services in rural areas, or in urban self-employment);
3. At present, most attempts to prepare young people for working life in rural areas have overlooked the joint study and realization of economic conditions which will allow the absorption of young people into the economy: access to the ownership of land, credit, marketing, and participation of the people —the rural communities—in defining the form and content of this training and carrying it out;
4. The employment structure has largely been determined by economic constraints arising out of the dependence of African economies on those of other countries; all efforts made in this area must be linked to those which aim at easing such constraints.

For this reason the Committee, while aware of the urgency of this problem of integrating young people into the development process and of the extent of the demographic, economic and educational difficulties to which it gives rise, recommends the following measures:

1. *Studies of the needs of rural communities* which will afford an insight into employment possibilities, especially in the crafts and services sector (including social and cultural activities). These studies should be made within local communities capable of being treated as homogeneous development units.

   Special studies dealing with the conditions for creating employment for rural youth could be conducted by national technicians with financial support from external sources, and in particular from Unicef;
2. Every possible action to *encourage the creation of small - and medium sized enterprises* in both rural and urban areas;
3. *Consultation or co-operation* (and other types of action) *with traditional communities* with a view to initiating a new dialogue between young and old, between those who have not been to school and those who have.

The Committee requests national planning services responsible for preparing and selecting development projects:

1. *To study and adopt concepts which are as standardized and operational as possible, at the regional level,* in order that projects can rapidly be translated into budgetary terms and to provide more options in the search for different apportionment of educational and training costs;
2. *To seek to achieve the maximum possible balance* between the employment opportunities offered and the young people trained by the education system;
3. To incorporate the concept of *social productivity* into economic development projects which have hitherto been based solely on economic return;
4. To give priority to the *maximum creation of employment* in selecting and implementing all development projects, industrial or agricultural (economic development projects), with particular attention to the youth group;
5. To provide from the earliest stage in the pre-vocational and vocational training of young people for the establishment within the economic structure of the employment opportunities essential for their integration into the development process.

III. Ways and means

A. *External assistance*

The Committee recognized that the problems facing the countries of Central and West Africa and the scope of planned or ongoing action were

of such magnitude as to require prolonged and substantial support from bilateral and multilateral sources.

In order to increase the value of this outside contribution, the Committee feels that the following points should be stressed:

1. If a large and varied input is felt desirable, the capacity of each country to absorb that assistance must be taken into account. This may vary depending on the national resources available and the possibilities of taking over the activities and services established with external assistance;
2. *External assistance* must be *adapted to the levels of development* countries have reached and to the *long-term objectives* they have established;
3. In this context, the content and forms of external assistance require modification, particularly with regard to:
   — Increased flexibility over previous allocation procedures;
   — Simplification of procedures with a view to reducing to the minimum delays between the finalization of projects and the beginning of implementation;
   — Criteria for project selection which should include the goal of social productivity for all activities undertaken (for example, a link between employment and income distribution);
   — Partial and contractual responsibility for recurrent costs of assisted projects;
4. It is essential to strengthen concerted and co-ordinated action by aid-dispensing organizations at the national and regional levels in order to avoid duplication or overlapping of their activities;
5. Among the various forms of aid, grants or long-term loans at low interest rates should be more widely available for social projects, in view of the special nature of benefits they generate;
6. The activities conducted with external assistance should be evaluated in the context of the goals and objectives established by the recipient country, and this should be done by organizations other than those providing funds;
7. The sectors to which external assistance is applied should be selected differently, with activities likely to create employment opportunities or promote their creation given priority. The same applies to the capital development of rural areas. A better apportionment of aid among sectors should be achieved, taking into account the priorities defined by the recipient countries. The impact on children, youth and women of all external assistance, whatever its nature and whatever its source, should be studied on an interdisciplinary basis;

8. External aid agencies should ensure that their activities in a given country are interrelated, and should promote close interdisciplinary co-operation among their services.

The Committee requests the external sources of aid present, and in particular Unicef, to take the opportunity of this Conference to inform the national authorities of their aid policies.

B. *Inter-African co-operation*

The Committee accords high priority to co-operation among the countries of West and Central Africa on the grounds that such mutual assistance might mobilize additional resources and might afford more appropriate measures than those provided by bilateral or multilateral aid.

Of the points agreed on, the following in particular should be mentioned:

1. Experts of African origin seem particularly well suited for work in neighbouring countries. Moreover, they will cost less;
2. Certain countries in the region have a large number of staff available, while others do not have enough. Technical assistance is already being carried on among African countries, and this could be extended and consolidated;
3. Certain regional economic co-operation agencies could provide the necessary framework and machinery for this type of assistance;
4. The question of salaries and working conditions for African experts and technicians working in neighbouring countries has not always been satisfactorily settled. The Committee felt that the receiving countries should establish these conditions, in agreement with the sending country.

C. *National inputs*

The Committee briefly reviewed the question of mobilizing the internal resources of the different countries which could be allocated to teaching, education and preparation for working life. It noted the importance which should be attached to the redistribution of these resources between the educational system, strictly speaking, and the various forms of non-formal education. This question should be considered by the various ministries, as well as by planning services. Out-of-school and non-formal education could in some cases draw on resources provided by local communities and the private sector. It was pointed out that a sustained effort must be made to make teaching and education more economical and effective. In spite of measures of this nature, it is obvious that these innovations or fundamental reforms will probably involve an increase in education costs, which might be covered by better utilization of national resources and by an increase in external assistance.

Committee No. III

Children, youth, women and economic development projects

Composition of the Committee

Delegates: Chad, Gabon, Ivory Coast, Mali, Mauritania, Niger, Togo
Observers: Dahomey, Upper Volta
Unicef staff and consultants

Outline of the report on the Committee's work

I. Economic development projects and their importance to children, youth and women
II. Impact of economic development projects on children, youth and women: an appraisal
III. Orientations for action in favour of children, youth and women in economic development projects
    Priority areas;
    Measures to be taken in these areas
IV. Ways and means of improving existing economic development projects
V. Ways and means to be adopted in future economic development projects
VI. Proposal for a priority integrated economic development project

I. Economic development projects and their importance for children, youth and women

As we embark upon the second development decade, we cannot but feel even more strongly that man, as an African Head of State said, "*must be at the beginning and at the end of development*".

In most of the countries which we have the honour to represent here, economic development projects have been carried out or are in course of

preparation. Such operations will tend to increase in number and scope. Before studying their importance to children, youth and women, the Committee felt that it should define the term "economic development project". It means by economic development project a development activity of broad scope aimed at increasing output of a given production (agricultural or industrial), the economic development of a given zone or the building up of the basic infrastructure (roads, dams, etc.).

In order to achieve their objectives, economic development projects mobilize human resources (national and foreign), financial resources (internal and external) and very substantial logistic resources.

Admittedly, they have met with varying degrees of success depending on their nature and on the way in which they have been planned, financed or implemented. However, the opposition between *productive economic investment* and *social investment* must be borne in mind. The former is regarded as productive, whereas the latter is seen as generating recurrent costs and having an impact which, because it is not always easy to quantify, is not readily discernible.

It is therefore easy to understand the preference which has hitherto been given to investments referred to as productive, whose economic and financial productivity is much more easily demonstrated.

Social investment, on the other hand, has been confined to isolated programmes which have proved hard to support financially after their implementation, even when they have been limited in scope.

To attain their economic objectives, on the other hand, economic development projects have mobilized, and continue to mobilize, vast numbers of people who are often displaced from their normal surroundings, causing severe social and economic upheavals and health problems.

Moreover, are not these social, health and educational aspects, which have never been taken seriously because they were regarded as not directly productive, the cause of many of the failures experienced up to the present time?

Finally, development must be global, in other words both economic and social.

This is why economic development projects are important; because they are broad in scope (number of people affected and the financial and logistic resources employed), and because they attract support, first from Governments and secondly from external sources of aid, they appear to be *the ideal means of achieving the necessary reintegration* of social factors into economic activities.

Among the social components for which provision should therefore be made, those affecting children, youth and women deserve priority attention for two principal reasons:

— These groups constitute a large segment of the population affected by the consequences of economic development operations.
— Women and young people form a large proportion (often the largest factor and always a decisive one) of the group which performs the work, is affected by the changes arising from the implementation of economic development efforts and ensures that their effects are lasting.

II. Impact of economic development projects on children, youth and women: an appraisal

As things stand at present, economic development efforts are, as a rule, designed, planned and implemented on the basis of production objectives and of the requirements of strictly economic productivity for the short and medium-term.

Only rarely do they incorporate one or more components of a social nature. In other words, they pay little attention to the human factor, not even where appropriate action would directly increase the economic productivity which is the aim of the effort. Where children, youth and women are specifically concerned, the Committee noted that the record of achievement unfortunately shows almost negligible results.

For purposes of analysis, it was expedient to distinguish between economic development projects of the industrial/modern type and those of the agricultural/rural area type:

a) In the *industrial sector*, where investment comes primarily from private sources (national or external), a number of countries probably have investment codes which include some provisions affecting the social area, as well as a social security system and family allowances. In reality, however, in almost all cases, the benefits go only to the wage-earners directly concerned, not to the whole population group affected by the impact of economic development projects. At the enterprise level, benefits depend on the good-will of the management and/or the effectiveness of the pressure later brought to bear on it. The female labour force in particular, and with it young children, almost never receives effective protection.

The Committee particularly draws attention to the foreseeably serious social consequences of the economic development projects now being prepared or implemented in mining and railways, and especially to their effects on children, youth and women.

b) In the *agricultural/rural sector*, where investment comes principally from public sources (national and external, the latter including bilateral, multi-

lateral and international), little has been done to take account of the human factor at various stages of the economic development projects in relation to the total volume of investment.

Many economic development projects have resulted in failure, and a candid analysis of these failures has proved as enlightening as an analysis of the successes which have been achieved. The main reasons for such failure appear to be two in number:

— Those in charge and/or the population did not take sufficient interest;

— Insufficient provision was made for the integration, synchronization and co-ordination of the various types of action at all levels.

The list of positive examples is extremely short. It includes only half-way measures in favour of children, youth and women, and that only in development efforts which are actually being undertaken; such measures are, moreover, generally the result of a slow, gradual and unduly costly readjustment.

Specific action in favour of children and youth, as well as women, has hardly gone beyond the stage of good intentions, or at best of tentative experiment.

Consequently, there is very little experience available which could guide efforts to improve economic development projects in the future. The Committee believes that particular attention should be given in this area to research and thought hand-in-hand with action.

III. Orientations for action in favour of children, youth and women in economic development projects

In what areas could economic development projects be more beneficial, or sometimes less harmful, to children, youth and women?

The Committee proposes that improvements in the actual implementation of economic development operations of the industrial and urban type and of the agricultural and rural type should be pursued in the following five areas:

1. *Food for children,* including food crop production, product conservation and uninterrupted marketing, and priority measures to benefit women, who are the main producers and are directly responsible for feeding children;
2. *Creation of employment opportunities* for and by youth (boys and girls);
3. Continual improvement of the technical and non-technical *knowledge* of the population as a whole (parents, youth and children), using conventional and, especially, non-conventional teaching methods.

4. *Protection of the lives* of children and mothers and improvement of the health of the population:
   a) By reducing the risks of illness and death resulting from the economic development project itself.
   Sometimes, the introduction of ecologic modifications might, due to a lack of application of the necessary preventive measures, give rise to certain communicable diseases, previously non-existent in the region, such as onchocercosis in the case of artificial lakes created by dams. Irrigation of an agricultural surface—if adequate measures are not taken to drain the water away from the ponds—causes the spread of malaria and bilharziasis, which is capable of endangering the success of the land development project;
   b) By utilizing favourable effects and resources generated by the operation.
5. Making the population groups affected by the economic development project *directly responsible* for most activities concerning children, youth and mothers; this would be done to a great extent by the judicious use of the increased family and community income resulting from the development effort.

In each of these five areas, the Committee agreed on a range of possible improvements; the list it now wishes to offer makes no claim to being exhaustive.

Food crop production

a) *A food component* should be incorporated in each economic development project.

b) In most cases, food production depends on young girls and mothers. They should therefore be given *priority attention* in:
   — Efforts in food crop oriented agricultural extension.
   — Allocation of land, in particular irrigated land (producing vegetables, fruit and staples).
   — Provision of agricultural equipment and materials for processing and conserving food.
   — Loans for seeds, etc., but also for small animal-raising, gardening, fish farming, etc.

Resistance on the part of men to this activity carried on by women will often be apparent. Accordingly, action must be undertaken to:

— Promote solidarity among women.

— Induce women to play a part in intermediate structures (for example, co-operatives).

— Bring about a more favourable attitude among men, through an educational and political approach.

Economic development projects aimed primarily at food production must be promoted:

— In zones where supply is inadequate and there is a danger that children will suffer from undernourishment.
— Around major towns (market gardening).

The first to be affected by these economic development projects are working women and young people. The operations should include a "marketing" component.

Creation of jobs for and by young people

a) A specific and considerable portion of the programme for each economic development project will be devoted to the creation of *jobs* for boys and girls; the jobs will either grow directly out of the development project or be a by-product. These "EMPLOYMENT OF YOUTH" sub-projects will have the effect of offering young people a future and of increasing the chances that the operation will be productive and having lasting effects.

b) *In rural areas,* these sub-projects will involve:

— Allocation of *land* to young people, particularly in the case of irrigated land developments.
— A system of capital equipment *loans* for young people. Since the security they can offer is most often inadequate, a security fund could be organized to cover the risk of non-repayment; equipment could also be given free of charge to those young people who participated in rural development or acted as agricultural extension leaders or performed other functions.
— Establishment of *youth groups* (for example, young farmers' clubs for both sexes) in which production and training would proceed concurrently and in the same organization.
— Creation of *non-agricultural jobs,* in particular for the manufacture and maintenance of tools, machinery and buildings (housing) and the production of consumer goods (wells, pumps, bicycles, etc.). Here again, additional training would be provided to young people at their place of work.

Improving the level of knowledge of the population affected by an economic development project

a) Measures to raise the level of knowledge of the population affected by an economic development project *must be related* to the economic growth resulting from that project.

b) To this end, knowledge improvement activities undertaken within the framework of economic development projects might be designed so as to take the following considerations into account:

— They should be aimed at all segments of the population including school-age groups.

— They should be so designed that the population (rural, employed, etc.) will learn not only production techniques, but anything that might assist their advancement.

Thus, agricultural extension services should be accompanied by a campaign to achieve functional literacy; however, the latter, which would be carried out in the vernacular languages, would soon be broadened to include instruction in nutrition, health, etc.

— They should be closely linked with the organizational work involved in economic and social progress; for example, the knowledge acquired by a particular segment of the population should be disseminated immediately throughout the group and utilized by the latter at the time the activity is being carried on.

This link between training and action would make it possible to devise new methods of technical and general education in economic development projects. It is to be hoped that these innovations will have an impact, first in the economic development operation zone and subsequently beyond it, on conventional school systems and also on traditional systems of education for children and youth in villages.

Reducing the risks of disease and death and improving living conditions for children, youth and women in economic development projects:

a) In each economic development project, the study and prevention of health hazards resulting from the development operation itself must be regarded as a matter of priority. Development projects always create an imbalance which may have a particularly serious effect on children (e.g. bilharziasis, malaria, effects of migration).

b) *A rural development project,* by virtue of its machinery for close, sustained contact with the population, could provide useful support for:

— Activities promoted by the social services; e.g.: training and supplies for midwives, dispensaries, fundamental education, pre-school education, etc.

— Provision of additional *services,* first and foremost, *drinking water* (which should always be supplied as part of any economic development

project), but also connecting roads and assistance in improving housing and sanitation, and in a manner adjusted to the needs of the community.

c) *An industrial development project* can also play a part in this field:

— This role could be defined in a list of specifications concerning children, youth and women negotiated by the State with each promoter of an industrial development project.

— The social services and amenities established should be accessible not only to employees, but also to their families (including their children) and families in the area in which the plant is situated.

— Programmes for the construction of housing, markets and play areas should be included in industrial development projects.

d) A *new* economic development project could be initiated and financed from current Family Allowance Funds. For the most part, these allowances are paid directly to the families of wage-earners only; by arranging to use these funds differently, it would be possible to set up social and educational services for the entire community.

Measures concerning popular participation and income utilization:

Experience has shown that efforts to improve the well-being of children and to promote the advancement of youth and women, with the organized participation of the latter groups, cannot be effective unless they are actively supported by the population as a whole.

Experience has also shown that in the absence of such general participation, the increased income resulting from economic development projects does not necessarily lead to progress in this, or indeed any other social field.

For that reason, it is important that large-scale operations should:

Facilitate

— Self-organization of the people, not only for purposes of production but also for learning, trading, acquiring equipment, etc.

— The establishment by the people of *mutual savings and loan associations* to provide them, collectively and individually, with the material resources to meet the particular needs of children and youth: maternal and child welfare costs, medical expenses, pre-schooling, schooling, dispensaries, parents' associations, etc.

— The continuous supply of consumer goods in common use and particularly of food and household goods to the zone of operations.

— The reorientation of fundamental education so that not only young people and mothers but also fathers will be informed about ways of

using income, so that during the economic development project, they are not exclusively limited to the role of producers, but are also involved as *family men* or prospective husbands.

Large-scale operations should *establish* social funds to finance specific activities benefiting children, youth and women. Such funds might be raised:

— In the case of agricultural development projects, by using the proceeds from the marketing of crops.

— In the case of industrial development projects, deductions to be charged to the operating accounts of the enterprises.

These measures will have the advantage of bringing home to the working people the close link between improved well-being and increased productivity.

IV. Ways and means of improving existing economic development projects

Aware that a radical upheaval would not be desirable, the Committee proposes a *gradual expansion* in the role of economic development as an instrument to improve the situation of youth and women. This tactic might be applied throughout the countries of West and Central Africa, taking the following recommendations into account:

1. *An intergovernmental study group,* assisted by Unicef, if necessary, should immediately look into ways in which a start can be made in applying the above-mentioned recommendations in the case of some current economic development projects.
2. In each of the countries concerned, *a number of subprojects* involving the five fields in question should be selected for the initiation of comparative experiments.
3. In those countries, the *administrative bodies* of existing economic development projects should gradually enlist the services of members responsible for devising programmes relating to these fields and supervising their implementation.
4. Subprojects aimed at children, youth and women in any of the five fields should gradually be *added onto each economic development project.*
5. New sectoral projects prepared by the various government departments which are relevant to children, youth and women, should be *located where* an economic development project is being carried out.
6. Each *source of funding* for economic development projects should support such expansion:

a) Either by itself financing the services and (if necessary) part of the operating cost of the subprojects added on to the initial economic development operation;

b) Or by promoting such financing by other sources.

V. Ways and means to be adopted in future economic development projects

The Committee proposes the following recommendations with a view to assisting children, youth and women in *future* economic development projects:

1. In all economic projects, the *human factor* should be taken into account as early as the *preliminary study phase*, particularly children, youth and women.
2. During negotiations for the initiation of an economic development project, the parties concerned (Government, sources of external aid, private investors) should take into account the *social productivity* of the operation, which is the basis for the economic benefits it will produce, and draw up provisions to ensure that children, youth and women are taken into consideration.
3. At all stages in the implementation of economic development projects, national administrations should co-ordinate their efforts with a view to increased efficiency in execution and control.
4. A specific effort should be made to promote the *continuing involvement* of young people in economic development projects, especially as regards training them and making a place for them in the activities arising out of the development operation.
5. Unicef should be given an explicit *mandate* to promote government efforts to include a children, youth and women component in all economic development projects, particularly by bringing the matter to the attention of the external aid sources concerned.

VI. Proposal for a priority integrated economic development project

Among the needs which must be urgently met both in the interest of the population as a whole and of children, youth and women groups, the Committee believes that priority should be given to *water requirements*, both for consumption and for production.

The Committee therefore proposes that:

— At the national level, Governments should undertake a large-scale water development operation in which the many aspects of the problem will be studied and resolved interdependently and concurrently with the participation of all departments *and* the joint assistance of all external aid sources.

— At the intergovernmental level, there should be a co-ordinated study and application of all measures likely to strengthen and enhance the effectiveness of these national efforts.

Committee No. IV

Children, youth, women and planning

Composition of the Committee

Delegates: Chad, Gabon, Ivory Coast, Mali, Mauritania, Niger, Togo
Observers: Dahomey, Pan-African Institute for Development, Congo
Unicef staff

Outline of the report on the Committee's work

I. Policies relating to children, youth and women

II. Institutions
   A. Planning systems and methods
   B. Functioning

III. Financing or mobilizing means of implementing policies

IV. Recommendations
   A. Policies
   B. Structures and methods
   C. Financing

After presenting the problem of children, youth, women and planning, Committee IV adopted the following topics for consideration:

— The need for a policy aimed at children, youth and women;
— Institutions: structures and methods;
— Financing or mobilization of means for implementing policies.

I. Policies

The Committee noted that when the planning process was initiated in the participating countries there was no specific over-all policy for children, youth and women. Such policies were more or less implicit in development plans.

The need to devise such a policy has recently been recognized, particularly after national studies were conducted which revealed the decisive importance of meeting the needs of children, youth and women if current or future development efforts of an essentially economic nature are to be successful.

Such a policy is imperative not only for social reasons—failure to satisfy the needs of children, youth and women can dangerously undermine the social and political balance—but for economic reasons as well.

Since a children-youth-women policy is a political option, it is determined and given effect by the responsible political entities (governments, parties). However, it can and must be suggested by planners who, consequently, must assume their responsibilities in this respect.

They must understand that this policy can be successful only if it reflects the deep-seated hopes and genuinely felt needs of those concerned and if it remains in conformity with national goals.

II. Institutions

A. *Planning systems and methods*

The Committee noted that planning systems and methods had often been inherited from the former colonial administration. Even though some may be considered as fully developed and others as yet incomplete, these systems and methods are very similar.

Thus it was evident that:

At the political level: the basic options of development plans are defined by the responsible political entities (parties, governments);

At the administrative level: each participating country has a central planning agency (ministry, department, office, etc.);

At the sectoral level: national planning commissions have been established;

At the regional level: regional *ad hoc* planning commissions or systems do exist;

At the village level: local participation in defining planning goals and methods is rare.

However, in all cases a number of difficulties or shortcomings become evident: there is a shortage of staff; the interests of children, youth and women are systematically ignored in planning systems; it is difficult to harmonize the efforts undertaken by several public and private agencies on behalf of that group because these agencies often operate without the co-ordination or control needed for the rational implementation of a policy, implicit or explicit, for the benefit of children, youth and women.

B. *Functioning*

Depending on the country, the following difficulties arose in the functioning of the institutions:

— There is not enough consultation between local or regional structures and local central planning bodies;
— The administrative framework does not always correspond to the economic regions;
— Development plans are not adhered to;
— The private sector considers development operations primarily from an economic viewpoint;
— There are changes in project estimates: underestimation of initial costs, currency fluctuations.

Financial resources are so scarce that Governments have great difficulty in allocating them to different development projects.

This situation is bound to affect seriously the normal relationships that must exist between departments responsible for development planning, and those concerned with the financial and technical management of projects.

The Committee noted the weakness of the planning authority. It also noted that the problems of children, youth and women have so far been approached in an uncoordinated, diffuse and empirical manner; however, Governments now realize that those problems must be taken into account in planning objectives as a means as well as an end.

III. Financing or mobilizing means of implementing policies

The Committee noted that development financing depends on large amounts of external aid, the volume varying from country to country.

It was unanimously agreed that the initial efforts to finance small-scale social projects must first be made by the States themselves and for that reason solutions had to be found through:

— Financial participation of local communities, in countries where it does not as yet exist;
— Participation of the people (human investment) with technical back-stopping by the administration;
— State budgets, if necessary.

The Committee noted that external aid was not comprehensive since, in financing economic operations, the social implications were in most cases ignored. It regretted that, whether bilateral or multilateral, such aid was not properly co-ordinated. It also deplored the choice of conventional criteria applied in considering the financing of social projects. The Committee also expressed regret at the occasional underestimation of recurring costs, which were often too heavy to be borne by States, and the fact that only too rarely did the donors agree to assume those costs even partially.

IV. Recommendations

Following these findings, the Committee recommends:

a) Policy:

— The inclusion of the promotion of the interests of the children-youth-women group as one of the major goals of development plans;

— Greater responsibility of the planning authorities in implementing decisions concerning the children-youth-women group.

b) Structures and methods:

— The reconsideration of all development projects in the over-all economic and social context in order to show clearly their implications for the children-youth-women group;

— The co-ordination of all national agencies, public and private, that are concerned in various ways with the problems of the children-youth-women group;

— The establishment, in countries where there is none, of a national committee to conceive and direct the children-youth-women policy within the framework of the plan;

— The elaboration of a children-youth-women policy modelled on the type of future society desired, and consequently, the beginning of a substantive debate at all policy-making levels with the assistance of training and research institutes, and the award of research fellowships or study grants to African specialists;

— The promotion of African co-operation in this field;

— The training of new planners familiar with the problems of the children-youth-women group;

c) Financing:

— Legislative and administrative measures to promote the financing of small-scale projects by communities and local participation;

— Earmarking by States of adequate budgetary allocations or the establishment of *ad hoc* credit agencies for financing operations affecting the children-youth-women group or youth employment;

— Review, by the donors of external aid, of the conventional criteria for project financing;

— Recourse to international financing for programmes affecting the children-youth-women group, including water supply and environmental sanitation projects;

— Strengthening consultation and co-ordination between multilateral and bilateral aid systems.

Resolution

The Conference of Ministers,

— Considering the special attention given to the problem of water supply, first by the Technical Seminar, and subsequently by the Conference of Ministers,

— Considering that water is a rare, precious and vital resource and that it is a necessity for all of the States represented,

— Considering that no social or economic action on behalf of children, youth and mothers can have any lasting effect unless the people have access to water of good quality in sufficient quantities (unpolluted water),

— Considering that water control is necessary for the success of any development operation (agricultural, pastoral or industrial)...

The Conference endorses the conclusions of the Seminar and strongly recommends:

a) That a short, medium and long-term national water resource policy be defined, after a detailed study of hydro-geological needs and conditions;

b) That machinery should be established in each country at the national level to define and implement that policy. This machinery may take various forms: it may range from a simple national co-ordinating committee reporting, for example, to the planning ministry, to a department, or even a ministry of water resources.

While recognizing the decisive role of Governments in the establishment and execution of programmes of water resources and environmental sanitation, the Conference recommends:

a) The full participation of the population concerned
— in locating sources,
— in the digging of wells
— and their maintenance;

b) Greater co-ordination among African States on research problems; in this regard the existence of the Inter-State Study Centre for Water Resources is noted;

c) Recourse to international aid in identifying and itemizing each country's needs and specific problems in water supply;

d) Co-ordination of international aid in water resources, development and environmental sanitation programmes within the framework of the "water resources plans" established by the countries.

Considering the need for rational and effective utilization of water, the Conference further recommends that health education should go hand in hand with any programme of water distribution and environmental sanitation.

Vote of thanks

to Togo

The Conference of Ministers, which has brought together:

— The representatives of Cameroon, Chad, Gabon, the Ivory Coast, Mali, the Islamic Republic of Mauritania, Niger and Togo,

— Observers of the People's Republic of the Congo, Dahomey, Senegal and Upper Volta and also the representatives of donors of external aid,

After three days of debate, is deeply aware of and appreciates the importance of the problems facing children, youth and women, a group whose impact on the future of our countries is of fundamental importance.

The Conference takes this opportunity to reiterate to His Excellency General Etienne EYADEMA, to his Government and to all the Togolese people its deepest appreciation and gratitude for the fraternal welcome it has received and for the excellent working conditions which have greatly contributed to its success.

Among these conditions we would like to stress the pleasant and impressive atmosphere of this *Maison du Rassemblement du Peuple Togolais*, which is both a symbol of the unity of the Togolese people and a remarkable embodiment of the brotherhood and unity of the African peoples. For this we warmly congratulate the Togolese people and their brilliant leader, His Excellency, General Etienne EYADEMA.

Vote of thanks

to Unicef

During these past days, many voices have been raised in praise of Unicef.

The words of esteem expressed during the Conference by many delegations have emphasized the qualities of that Organization: its farsightedness, its realism, the high quality of its staff, and its preoccupation with the search for solutions to the real needs of the children-youth-women group in our countries.

All these compliments are well-deserved. The Conference congratulates Unicef on its initiative, which has enabled eight States of West and Central Africa, to conduct by themselves detailed studies, for almost one year, on the situation of the children-youth-women group.

Our Conference, by endorsing these detailed studies, has given all participants a better understanding of the needs and importance of that group.

It has consolidated the mutual respect and confidence which exists between Unicef and each of our countries.

We would ask the Deputy Executive Director of Unicef, the Regional Director, and their staff, to accept the warm thanks of all who have been privileged to participate in the work of the Conference; these proceedings have established a new and stronger foundation for the human development of our countries.

Part 3

Annexes

ANNEX 1

Note on the Technical Seminar

The Technical Seminar was held from 15th to 20th May at the Maison du Rassemblement du Peuple Togolais. Its object was to develop the summary report in detail and compare the situations revealed by the national studies, in order to produce a synthesis covering "situation analysis - policy choices - programmes", which was submitted by the National Delegates to the Conference of Ministers the following week.

Participation

The Technical Seminar was attended by 91 participants, consisting of the officials in each of the eight countries who assumed the responsibility for preparing their national studies, observers from four neighbouring countries, the majority of Unicef staff in West and Central Africa, and some consultants.

Civil servants from the eight participating countries		60
Planning	*16*	
Education	*12*	
Health	*10*	
Social Affairs	*5*	
Promotion humaine	*2*	
Rural Economy	*5*	
Youth and Sports	*2*	
Women's organizations	*2*	
Others: Foreign Affairs, Interior	*6*	
Civil servants from four observer countries		7
Planning	*2*	
Education	*2*	
Health	*1*	
Social Affairs	*1*	
Rural Economy	*1*	
Unicef staff		16
Unicef consultants		6
PAID observers		2

Method of work and organization of the technical seminar

Those participating in the technical seminar were split up into four committees corresponding to the four sections of the summary report.

Each committee had a mixed membership consisting of National Delegates, Unicef officers and Unicef consultants.

The National Delegates elected from among their number:

— a Chairman of the technical seminar:
Mr. Lucien Savi de Tové (Togo)
— a Vice-Chairman of the technical seminar:
Mrs. Tokoselle Sall (Mauritania)
— a Rapporteur-General:
Mr. Malick Sene (Mali)
— a Deputy Rapporteur-General:
Mr. Mamadou Moussa (Niger)

In addition, a Chairman and a Rapporteur were chosen for each committee, to be responsible for chairing and leading the discussions with the help of Unicef officers, and for drafting the conclusions.

The Rapporteurs of the various committees presented the conclusions of the discussions on their respective topics at a plenary meeting of the technical seminar, and during the three days of the Conference of Ministers (23rd, 24th and 25th May).

Committee I: Mothers and children up to the age of 5, and environmental problems
Chairman: *Mr. René Ebakissé* (Cameroon)
Rapporteur: *Dr. Outel Bono* (Chad)
Introductory statement: *Dr. François Rémy* (Unicef)

Committee II: Youth, employment and development
Chairman: *Mr. Ambourouet-Demba* (Gabon)
Rapporteur: *Mr. Ousseynou Diop* (Mauritania)
Introductory statement: *Mr. Ahmed Mostefaoui* (Unicef)

Committee III: Children/Youth/Women and Economic Development
Chairman: *Mr. Yegnan Touré* (Ivory Coast)
Rapporteur: *Mr. Ahmed Mouddour* (Niger)
Introductory statement: *Mr. Bernard Lecomte* (consultant)

Committee IV: Children/Youth/Women and Development Plans
Chairman: *Mr. Mamadou Moussa* (Niger)
Rapporteur: *Mr. M'lan Ouattara* (Ivory Coast)
Introductory statement: *Mr. Pierre-Emeric Mandl* (Unicef)

During the first two days, on Monday 15th and Tuesday 16th May, the participants were split up into two groups (A and B) required to study respectively Sections 1 and 2 "Mothers, and children in the 0–5 age group - Children/Youth/Women and the Environment" and Section 3 "Youth, Employment and Development" of the summary report. The National Delegates, Unicef officers and consultants, planners, health or education experts thus spent some time together before further exploring their own specific fields in the appropriate committees.

On the following three days (Wednesday 17th, Thursday 18th and Friday 19th May), the four committees worked independently, Committees I and II continuing the examination of the first three sections of the summary report, begun by all participants during the two previous days, and Committees III and IV undertaking and completing the study of Sections 4 and 5 (Economic Development Projects and Children/Youth/Women and Development Plans).

On Saturday, 20th May, the four committees assembled in plenary session to report on their work in the technical seminar.

ANNEX 2

Note on the Conference of Ministers

Background:

The General Assembly of the United Nations, in Resolutions 1678 (XVI) 1961 and 1773 (XVII) 1962, instructed Unicef to help governments conduct surveys on the needs of the Children/Youth group and plan appropriate measures.

Aims:

The Lomé Conference had a dual aim in view. In the light of the intensive studies carried out by the governments themselves, it was to facilitate the work of:

1. Defining the problems and requirements of a form of planning (through sectoral and integrated structures) taking into consideration the "human resources" aspect of development, of which the children/youth/women group constitute one vital element;
2. Identifying and formulating national and international policies and programmes in favour of children and youth, so as to provide a new and fuller basis of co-operation in this field between governments, interested bodies (international, bilateral or multilateral) and Unicef.

Participation

The Lomé Ministerial Conference met at the Maison du Rassemblement du Peuple Togolais from 23rd to 26th May 1972. The Government of the Republic of Togo kindly lent its technical assistance for organization of the Conference, which was conceived as a forum of discussion between the various countries, Unicef, the sister organizations of the United Nations, and other aid sources. It was attended by twelve national delegations, each headed by a Minister, some thirty observers, and all taking part in the technical seminar—135 people in all.

Delegations of the eight participating countries . . . . . (Cameroon, Chad, Gabon, Ivory Coast, Mali, Mauritania, Niger, Togo)	72
Delegations of four observer countries . . . . . (Congo, Dahomey, Senegal, Upper Volta)	10
Observers . . . . . (CIDA, ADB, ILO, ECA, ICC, Conseil de l'Entente, Swiss Technical Co-operation, CODIAM, FAC, FAO, FED, PAID, ISVS, International League for Education, OCAM, Ontario Educational TV, WHO, WFP, UNDP, IUCW, UNESCO, UNDAT, USAID)	31
Unicef staff	16
Consultants	6

Bureau of the Conference of Ministers

Chairman of the Conference: *Mr. Henri Dogo,* Secretary of State to the Presidency, in charge of Trade, Planning and Industry (Togo)

Vice-Chairman: *Mr. Adoum Aganaye,* Minister of Transport, Postal Services and Telecommunications (Chad)

Mr. E. J. R. Heyward, Deputy Executive Director of Unicef (New York)

Mr. Cheikh Hamidou Kane, Regional Director of Unicef for West and Central Africa (Abidjan)

Rapporteur-General: *Mr. Malick Sene,* Director of Human Resources in the Planning Office (Mali)

Deputy Rapporteur-General: *Mr. Mamadou Moussa,* Director of the Service de la promotion humaine (Niger)

Secretariat: *Mr. Pierre-Emeric Mandl,* Regional Planning Officer for West and Central Africa, Unicef (Abidjan)
Mr. François Akoumany, Planning Ministry, Liaison Officer with Unicef (Togo)

The Chairman of the Technical Seminar, *Mr. Lucien Savi de Tové,* Secretary-General for Foreign Affairs (Togo), and the Heads of Delegations of the countries participating.

ANNEX 3

List of participants at the Conference of Ministers

NATIONAL DELEGATIONS

Cameroon

Mr. René Ebakissé, *Head of Delegation, Head of the Human Resources Division, Ministry of Planning.*
Mrs. Alvine Ebolo, *General Secretary of the Women's Organization of the National Cameroon Union* (OFUNC).
Mr. Henri Mbarga Bala, *Deputy Secretary-General of the National Commission for Unesco.*
Dr. Rigobert Mbarga, *Head of the Research Service, Ministry of Health.*

Chad

Mr. Adoum Aganaye, *Minister of Transport, Postal Services and Telecommunications.*
Mr. Valentin Ngakoutou, *Director of Planning.*
Mr. Justin Adoum, *Secretary-General of Education.*
Mr. Joseph Arap, *Director of Primary Education.*
Dr. Outel Bono, *Director of Public Health.*

Gabon

Dr. Jacques Igoho, *Secretary of State for Social Affairs.*
Mrs. Azizet Fall N'Diaye, *Director of Social Affairs.*
Dr. Paulin Obame N'Guéma, *Director of Public Health, Ministry of Health.*
Mr. Ambourouet-Demba, *Director of the National Institute of Pedagogics, Ministry of Education.*
Mr. Etienne Mendogo, *Deputy Commissioner for Planning.*
Mr. Faustin N'togolo, *Research Officer at the Planning Bureau.*

Ivory Coast

Mr. Paul Yao Akoto, *Minister of Education.*
Mr. M'Ian Ouattara, *Director of Development Studies, Ministry of Planning.*
Mr. Arthur Achio, *Under-Director for Social Planning, Ministry of Planning.*

Mr. Yegnan Touré, *in charge of town and country planning, Ministry of Planning.*
Mr. Nguessan Konan-Dauré, *Director of Primary Education, Ministry of Education.*
Dr. Bella Bouffard, *Deputy Director of the Institute of Hygiene, Ministry of Health.*
Mr. Youssouf Diarra, *Inspector for Youth and Sports, Technical Adviser, Ministry of Youth.*
Mr. Azaragnon Bolou, *Chargé de Mission, Ministry of Education.*

Mali

Mr. Yaya Bagayoko, *Minister of Education.*
Mr. Tieman Coulibaly, *Ministry of Education.*
Mr. Charles Samaké, *Director-General of Planning and Statistics.*
Mr. Malick Sene, *Director of Human Resources in the Planning Department.*
Dr. Garba Keita, *Director of the Minister's Office, Ministry of Health.*
Mrs. Aminata Diawarra, *representing the Secretary of State for Social Affairs.*

Mauritania

Me Mohamed Ould Cheikh-Sidia, *Minister of Planning and Research.*
Mrs. Tokoselle Sall, *Secretary-General of the Ministry of Health and Social Affairs.*
Mrs. Aïssata Kane Touré, *Chairman of the High Council of Women.*
Mr. Ousseynou Diop, *Secretary-General of the Ministry of Technical Education.*
Mr. Mohamed Athié, *Head of the Research Department, Ministry of Planning and Research.*

Niger

Dr. Amadou Mossi, *Secretary of State for Public Health.*
Dr. Idrissa Talfi, *Chief Doctor of the Niamey Hospital.*
Mr. Ahmed Mouddour, *Director of the* UNCC *(National Union of Credit Co-operatives).*
Mr. Mahamane Koba, *Director of Primary Education, Ministry of Education.*
Mr. Mamadou Moussa, *Director of the "Promotion humaine".*
Mrs. Fatimata Sadé, *Departmental Officer of the "Animation féminine".*

Togo

Mr. Henri Dogo, *Secretary of State to the Presidency, in charge of Trade, Planning and Industry, Head of Delegation.*
Lt. Colonel Djafalo, *Minister of Health.*

Mr. Benoît Malou, *Minister of Education.*

Mr. Lucien Savi de Tové, *Secretary-General for Foreign Affairs.*

Mr. Paul Abalo, *Directorate General of Rural Economy.*

Mr. Bandja Adja, *Head of the Youth Division, Department of Youth and Sports.*

Mr. Michel Agbetiafa, *Director of Primary Education, Ministry of Education.*

Mr. Michel Ahyi, *High Commissioner for Tourism, Director of "Animation rurale".*

Mr. François Akoumany, *Planning Department.*

Mr. François Atsou, *Head of the "Jeunesse pionnière agricole".*

Mr. Jacques Bassah, *in charge of Political and Administrative Affairs at the Ministry of Interior.*

Mr. Claude Bedou, *Deputy Director of Information.*

Mrs. Colette Brenner, *Director of Social Affairs.*

Mr. Raymond d'Almeida, *Planning Department.*

Mr. Séverin Dossouvi, *Head of the Youth Protection Service, Department of Social Affairs.*

Dr. J. Célestin Edhor, *Director of the Lomé Health Centre, Ministry of Public Health.*

Mr. Damien Eklu-Nathey, *Deputy Director for Planning.*

Dr. Emile Gadagbé, *Director of Mother and Child Health Division, Ministry of Public Health.*

Mrs. Régine Gbedey, *Ministry of Interior.*

Mr. Amadou Kombata, *Head of the Literacy Service.*

Mr. James S. Lassey, *Inspector of Labour at the Labour Department, Ministry of Social Affairs.*

Mrs. Adjoa Mivedor, *Director of the Maternity Department at Tokoin, Ministry of Public Health.*

Mr. Primus Ogloo, *Director of the Applied Nutrition Service, Ministry of Rural Economy.*

Mr. Dodji Pédanou, *Director of the Economic Co-operation Division, Ministry of Foreign Affairs.*

Mr. Joseph Placca, *Director of the Training and Employment Service, Planning Department.*

Mr. Salami Abdoulaye, *Comptroller of Postal Services and Telecommunications.*

Mr. Valère Signan, *Planning Department.*

Mr. Pierre Sodokin, *Planning Department.*

Mr. Innocent Sossou, *National Institute for Scientific Research.*

Mr. Bertin Tossou, *National Institute for Scientific Research.*

Mr. Fritz Voulé, *Director of the Educational Planning Service, Ministry of Education.*

Mr. Victor Womas, *Deputy Director of Rural Economy, Ministry of Rural Economy.*

OBSERVER COUNTRIES

Congo

Mr. Christophe Moukoueke, *Minister of Education.*
Mr. Jean-Gilbert Tchicaya, *Director of Educational Planning.*

Dahomey

Mr. Ibrahima Souradjou, *High Commissioner for Planning.*
Mr. Amboise Agbo, *High Commissioner for Youth and Sports.*
Mr. Blaise Amenaglo, *Director of Planning Studies.*
Dr. Samuel Gangbo, *Director of Planning and Health Statistics, Ministry of Health.*
Mr. Marius Azandegbe, *Head of the Research Unit, SONADER.*

Senegal

Mr. Tidiane Aw, *Head of the Human Resources Division, Ministry of Planning.*

Upper Volta

Mrs. Georgette Combary, *Director of Social Affairs.*
Mr. Aimé Damiba, *Head of the Planning Unit, Ministry of Education.*

OBSERVERS

African Development Bank (ADB)

Mr. Félix Assi Ayé, *Department of Economic Research (Abidjan).*

Canadian International Development Agency (CIDA)

Mr. E. N. Hare, *CIDA Representative for Dahomey, Ghana and Togo (Accra).*

European Development Fund (EDF)

Mr. Henri Barbion, *Deputy Comptroller of the EDF (Lomé).*

Fonds d'aide et de coopération (FAC)

Dr. Henri Journiac, *Public Health and Social Action Division, Secretariat of State for Foreign Affairs (Paris).*
Mrs. Andrée Audibert, *Health and Social Action Division, Secretariat of State for Foreign Affairs (Paris).*

Fonds d'entraide et de garantie du Conseil de l'entente

Mr. Brennier, *Secretariat of the Conseil de l'entente (Abidjan).*

International Children's Centre (ICC)

Dr. Etienne Berthet, *Director General (Paris).*
Dr. Anne-Marie Raimbault, *Head of the Service for Activities in Developing Countries.*

International League for Child and Adult Education

Mr. Yvon Martinez, *Delegate (Porto Novo).*

International Secretariat for Volunteer Service (ISVS)

Mr. Gale U. Day, *Deputy Director of the Department of Regional Activities (Geneva).*

International Union for Child Welfare (IUCW)

Mr. Dominique Lang, *Deputy Secretary-General (Geneva).*

Organisation commune africaine, malgache et mauritienne (OCAM)

Mr. Albert Ekué, *Director of the Department of Social and Cultural Affairs (Yaoundé).*

Ontario Educational Communications Agency (OECA) Canada

Mr. and Mrs. Robert and Barbara Barde, *OECA Research Bureau.*

Pan-African Institute for Development (PAID)

Professor Louis Vroonen *(Douala).*
Professor Loic Barbedette *(Douala).*

Swiss Technical Assistance

Miss Immita Cornaz, *Officer in charge of educational and social development projects in Africa, Federal Political Department (Bern).*
Codiam *(Committee for the Organization and Development of Intellectual Investments in Africa and Madagascar).*
Mr. Edouard Lizop, *Delegate General (Paris).*

U.S. Aid (United States)

Mr. Fermino J. Spencer, *Director for West and Central Africa* (Washington D.C.).

UNITED NATIONS ORGANIZATIONS

Economic Commission for Africa (ECA)

Mr. Albert N'Diaye, *Director of the sub-regional Office (Niamey).*

International Labour Organization (ILO)

Mr. Guy Motel, *Regional Adviser, Vocational Training (Dakar).*
Mr. Georges Connillière, *Regional Adviser, Manpower Planning (Dakar).*

United Nations Development Advisory Team for Central Africa (UNDAT)

Mr. André Lefebvre, *Development Adviser for Central Africa, UNO (Yaoundé).*

United Nations Development Programme (UNDP)

Mr. Larbi Bekri, *Acting Representative (Lomé).*
Mr. David Whaley, *Programme Officer.*
Mr. Peter Witham, *Programme Officer.*

United Nations Educational, Scientific and Cultural Organization (Unesco)

Mr. Kalala Lukusa, *Expert on Teacher Training and school Programmes, Regional Office for Education in Africa (Dakar).*

United Nations Food and Agricultural Organization (FAO)

Mr. Y. Habtu, *Deputy Regional Representative for Africa (Accra).*
Dr. Jean-Claude Proust, *Regional Nutrition Officer (Accra).*

World Food Programme (WFP)

Mr. Yves Claret, *WFP Representative (Lomé).*

World Health Organization (WHO)

Dr. Djazzar, *WHO Representative (Lomé).*

UNICEF SECRETARIAT

Headquarters Representative (New York)

Mr. E. J. R. Heyward, *Deputy Executive Director.*

Regional Office for West and Central Africa (Abidjan)

Mr. Cheikh Hamidou Kane, *Resident Director.*
Mr. Pierre-Emeric Mandl, *Regional Planning Officer.*
Mr. Suat Çobanoglu, *Programme Officer.*
Mr. Horst Ruttinger, *Regional Vehicle Management Adviser.*
Mr. Djibril Bâ, *Regional Public Information Officer.*
Miss Pamela Malbec, *in charge of Administration.*
Miss Henriette Pauyo, *Secretary.*

Area Office for West-Central Africa (Abidjan)

Mr. Maurice Diwouta, *Programme Officer.*
Mr. Isaac Gomez, *Programme Officer.*
Mrs. Espérance Dassi, *Secretary.*

Area Office for Central Africa (Brazzaville)

Mr. Knud Christensen, *Area Representative.*
Mr. Franklin Rakotoarivony, *Programme Officer.*
Mr. Ahmed Mostefaoui, *Programme Officer (Kinshasa).*

Area Office for West Africa (Dakar)

Mr. Ralph Eckert, *Area Representative.*
Miss Nefissa Zerdoumi, *Programme Officer.*

Regional Office for East Africa (Kampala)

Mr. Anthony Joppa, *Regional Planning Officer.*

Area Office for North Africa (Algiers)

Dr. François Rémy, *Area Representative.*

Assignment Children (Paris)

Mr. Simon Spivac, *Editor.*

Consultants

Mr. Bernard Lecomte, *President Director-General of CINAM (Paris).*
Mrs. Elisabeth Dussauze-Ingrand, *Professor at IDEP (Dakar).*
Miss Marie-France Desbruyères, *Research Officer, IRFED (Paris).*
Mr. Fara N'Diaye, *President Director-General of Afrique-Recherches-Conseils (Dakar).*
Professor Herman D. Stein, *Consultant at the Unicef Headquarters (New York).*
Mr. Roy Prosser, (ICED), *Consultant at the Unicef Headquarters (New York).*

Agenda of the Conference of Ministers

21st–26th May, 1972

Sunday, 21st Monday, 22nd May	Working session between the National Delegates who took part in the Technical Seminar and the Ministers leading the Delegations.
Tuesday, 23rd May	1. Opening address by Mr. Alex Mivedor, representative of the Head of State, Minister of Public Works. 2. Address by Mr. E. J. R. Heyward, Deputy Executive Director of Unicef. 3. Election of the Chairman and Vice-Chairman of the Conference. 4. Presentation of the General Report on the Technical Seminar by Mr. Malick Sene (Mali), Rapporteur-General and Mr. Mamadou Moussa (Niger), Deputy Rapporteur-General. Adoption of the General Report of the Technical Seminar by the Conference of Ministers. 5. Presentation by Dr. Outel Bono (Chad) of the Report of Committee I of the Technical Seminar on the following subjects: — Mothers and children in the 0–5 age group — Children/Youth/Women and Environment. 6. General Discussion.
Wednesday, 24th May	1. Presentation by Mr. Ousseynou Diop (Mauritania) of the Report of Committee II of the Technical Seminar on the subject of: — Youth, Employment and Development. 2. General discussion. 3. Presentation by Mr. Ahmed Mouddour (Niger), of the report of Committee III of the Technical Seminar on the subject of: — Children/Youth/Women and Economic Development Projects. 4. General discussion.

Thursday, 25th May	Presentation by Mr. M'lan Ouattara (Ivory Coast) of the report of Committee IV of the Technical Seminar on: — Children/Youth/Women and Development Plans.
Friday, 26th May	Closure session. Closing speech by Mr. Henri Dogo, Chairman of the Conference, Secretary of State to the Presidency, in charge of Trade, Planning and Industry (Togo). Address by Mr. Cheikh Hamidou Kane, Unicef Regional Director for West and Central Africa. Presentation by Me Mohamed Cheikh Ould Sidia, Minister for Planning and Research (Mauritania), of the Resolution on the problem of water and of the motions of thanks adopted by the Conference.

Printed in Switzerland

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