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Expert Group Meeting on Social Defence
Monrovia, 18-31 August 1964

REPORT OF THE EXPERT GROUP MEETING
ON SOCIAL DEFENCE

(Development of National Programmes for the Pre-
vention of Juvenile Delinquency and Treatment of
Young Offenders)

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INTRODUCTION

1. The Expert Group Meeting on Social Defence in Africa, the first of its kind to be convened under the auspices of the United Nations in the region, was held in Monrovia, Republic of Liberia, at the City Hall, from Tuesday, 18 August to Monday, 31 August 1964. The meeting was sponsored jointly by the Economic Commission for Africa, the United Nations Bureau of Social Affairs, and the United Nations Bureau of Technical Assistance Operations. The Government of the Republic of Liberia kindly acted as host to the meeting.
2. This project formed part of the 1964 Work Programme of the Economic Commission for Africa, as adopted at the Sixth Session and from Project Number 33.3 of the United Nations Social Commission, as adopted at its Fifteenth Session. It was the fifth in a series of regional meetings planned by the United Nations in preparation for the Third United Nations World Congress on the Prevention of Crime and Treatment of Offenders, to be held at Stockholm in 1965.
3. The theme selected for the Expert Group Meeting on Social Defence was the Development of National Programmes for the Prevention of Juvenile Delinquency and Treatment of Young Offenders. The Sixth Session of the Economic Commission for Africa, which met in March 1964 at Addis Ababa, adopted a resolution which stressed the importance of studies into the extent of crime and juvenile delinquency in Africa and requested the Executive Secretary to undertake studies and assist African countries in the planning and organization of programmes of Social Defence. The main purpose of the meeting was to create an awareness among African countries of some of the major implications of the rapid social change currently taking place in the region; to undertake an objective examination of the problems which confront the African national governments in the development and administration of their national programmes for the prevention of juvenile delinquency, the treatment of young offenders and the proper integration of youth in society; and, to make due recommendations to the Economic Commission for Africa for the guidance of member governments.

4. Experts from thirteen countries; a consultant from France; observers from UNICEF, WHO, UNESCO; observers from the following non-governmental international organizations: International Association of Youth Magistrates, International Association of Workers for Maladjusted Children, World Alliance of Young Men's Christian Associations; and, the members of the Secretariat from the United Nations Bureau of Social Affairs and the Economic Commission for Africa were present at the deliberations. A list of the participants is given in Annex III.

5. The following substantive subjects on the Agenda were adopted for discussion :

- (a) Rapid Social Change and Juvenile Delinquency in Africa - the definition of the term, extent of juvenile delinquency, the types and forms of manifestation, and contributory factors;
- (b) Measures for the Prevention of Juvenile Delinquency;
- (c) Measures for the Treatment of Juvenile Offenders;
- (d) The Planning, Selection and Training of Personnel responsible for the Treatment of Juvenile Offenders.

ORGANIZATION OF THE MEETING

6. The official opening ceremony was performed by Dr. William V.S. Tubman, the President of the Republic of Liberia. The President's address is reproduced in Annex V.

At the first plenary session held after the opening ceremony, Mr. Stephen Augustus P. Horton (Liberia) was elected as Chairman, Monsieur J. Benglia (Senegal) as First Vice-Chairman and Mr. S.A. Oboubi (Ghana) as Second Vice-Chairman. The provisional agenda (Annex I) and provisional Daily Programme of Work (Annex II) were next considered and adopted. A Steering Committee comprising the following persons was approved:

Mr. S.A.P. Horton (Liberia) as Chairman, Mr. S.A. Oboubi (Ghana), M.J. Benglia (Senegal), Mr. A.F. Caine (Liaison Officer, Liberia),

and the Secretariat (Messrs. Edward Galway, J. Riby-Williams and S. Cooppan). A Drafting Committee comprising the following was approved: Mr. H.H. Ferreira (Northern Rhodesia) as Chairman, M.J. Benglia (Senegal), Mr. S. Cooppan (ECA Secretariat and Rapporteur for Agenda Item V), Mr. Edward Galway (U.N. Secretariat and Rapporteur for Agenda Item VI), Mr. Ahmed Sheikh Mahmood (Somalia expert and Rapporteur for Agenda Item VII), and M.P. Voirin (ECA Consultant and Rapporteur for Agenda Item VIII). The meeting also set up two working groups to deal with Agenda Items VII and VIII respectively (Annex III). Fourteen plenary and three working group sessions were held. At the first two plenary sessions, the experts from the thirteen countries presented brief country statements, full written statements having been distributed already by most of the experts. The observers also made statements on behalf of their organizations. These statements were followed by discussions on the substantive subjects of the Agenda. The topic of Agenda Item V: Rapid Social Change and Juvenile Delinquency in Africa was introduced by Mr. S. Cooppan, ECA Social Affairs Officer, on behalf of the Secretariat. The topic of Agenda Item VI: Measures for the Prevention of Delinquency was introduced by Mr. Edward Galway, Chief of the UN Social Defence Section on behalf of the Secretariat. The topic of Agenda Item VII: Measures for the Treatment of Young Offenders was introduced by Mr. J. Riby-Williams, Chief of the ECA Social Development Section, on behalf of the Secretariat; and, Agenda Item VIII: The Planning, Selection and Training of Personnel for the Treatment of Juvenile Offenders was introduced by Mr. P. Voirin, ECA Consultant. All four topics were introduced and discussed at plenary sessions. Agenda Items VII and VIII were then referred to two working groups - each group was required to study in detail one item and to draw draft conclusions and make recommendations to the Drafting Committee. Each group functioned under an appointed leader, and had its own rapporteur. (See Annex III for composition of working groups). The rapporteurs for the four topics each submitted conclusions and recommendations through the drafting committee to the final plenary session for consideration and adoption. After the adoption of the final report a formal closing ceremony was held on

Monday, 31 August, 1964 which was addressed by Mr. William R. Tolbert, Jnr., Vice-President of the Republic of Liberia.

7. The report which follows embodies the main conclusions and recommendations of the meeting in respect of each of the four major topics discussed.

CHAPTER I

RAPID SOCIAL CHANGE AND JUVENILE DELINQUENCY IN AFRICA

8. The group noted that rapid and far reaching social changes are taking place side by side with the accelerated pace of political, economic and technological development in the African region which tend to increase different types of criminality and delinquent behaviour. Social change and economic development are both inevitable and welcome, and, under proper conditions may even contribute to a decrease in criminality, in so far as criminal tendencies and activity may have been stimulated by the lack of certain basic economic and social necessities.

9. An analysis of the current social situation in the region by the group confirms the prevalence of the following conditions: acute cultural instability, with the collapse of primary social controls exercised by the family and tribe, and maladjustment due to exposure to conflicting social standards. These conditions appeared to the group to be associated with the growth of delinquent behaviour in the region.

10. Economic development in the region is accompanied by migration, urbanization, and to a lesser extent, industrialization. The group considers that the drift from the rural areas into the fast growing towns and cities is a process which might be controlled and regulated but cannot be reversed, nor is it desirable that it should be completely arrested or subject to any rigid legal control. Hence, it is a matter of some importance to give due and urgent attention at the national level to the social implications of these developments, for not only is there consequent social disruption in the towns and cities but also in the countryside. It should be noted that social change is subject to a certain degree of control and should be a matter for national planning with the object of anticipating and avoiding this social disruption.

11. Despite the unfortunate absence of basic studies and statistics, the group is under the impression that one outcome of the rapid social changes taking place in the region is an increase in juvenile deviate behaviour or juvenile delinquency. Not only is there an increase in the

number of juvenile delinquents who have actually committed offences against the penal code but also an alarming increase in the number who have not violated the criminal law, but who, being in need of care and protection, constitute a class of potential delinquents. In the latter category are vagrants, destitutes, homeless, orphaned or neglected children, and children in moral danger.

12. The group wishes that the attention of countries in the region be drawn to the fact that already there is a tendency for the nature of juvenile offences to become more serious and this is reflected in the statistics which indicate that the majority of offences are against property, next in importance are offences against persons and against public order and morality. Indeed, organized gang activities by juveniles have also emerged in the region and there is no doubt that delinquency is likely to become a serious problem in the future.

13. In the category of potential delinquents or children in need of care and protection, the majority of cases consists of children found wandering, begging and sleeping in unauthorized places.

14. The most serious and urgent attention of Governments needs to be directed to the formulation and implementation of a national programme of social defence for the prevention and treatment of juvenile delinquency, not only on the incontestable grounds of conserving and developing our most valuable asset, namely, the youth of our countries, but also on grounds of public security and good order.

15. The group is of the view that unless positive and constructive ways are found for dealing with this class of youth, the State may well find itself embarrassed with a host of discontented and maladapted elements, the burden of suppressing whom might well turn out to be more costly than measures of prevention and rehabilitation now. The problem of bringing up children to be useful and constructive citizens is a matter of responsibility not only for the individual family but also for the Government and the community as a whole.

16. The group accordingly considers that the approach to prevention of

crime, generally, and juvenile delinquency in particular, should be in the context of over-all economic and social planning. More specifically, careful attention ought to be paid to all aspects of urban planning and development with the general objective of creating a social environment which is helpful to maintaining the stability of family life, the early adaptation of rural migrants to urban patterns of living, and the full development of human personality.

17. In order to determine the actual extent of the problem, and to follow the trends, the group believes that there should be a clear definition and delimitation of the scope of the social phenomenon known as juvenile delinquency. There are two basic elements involved, namely, (a) an upper chronological age limit fixing the dividing line between adult status and juvenile status for purposes of according treatment suitable to the offender's juvenile status and, (b) what acts constitute delinquency. It is recommended that for purposes of classification, a "juvenile" should be defined in law as anyone who has not attained nineteen (19) years of age, subject to the proviso that each country may wish to review this upper age limit in relation to the circumstances prevailing in each country. The principles which the group had in mind in arriving at this recommendation were, (i) the chronological age at which normal children have developed intellectually and emotionally sufficiently to be aware of their moral and social responsibility; (ii) the age at which the majority of children leave secondary school; (iii) the importance of retaining as long as possible legal protection of youths whose problems have not been clarified in the current situation of rapid social change.

18. It is further recommended that the meaning of the term juvenile delinquency should be restricted as far as possible to violations of the criminal law.

19. Arising out of the foregoing the group strongly recommends that a clear distinction should be made in law between juvenile offenders as described in the above recommendation and juveniles in need of care and protection. The group felt that a juvenile in need of care means, for example (i) a juvenile who, having no parent or guardian or having a parent or guardian who is unfit to exercise care and guardianship or

not exercising proper care and guardianship, is either falling into bad associations or is exposed to moral or physical danger, or beyond control; or (ii) a juvenile who lodges or resides in a house used by any prostitute for the purposes of prostitution; or (iii) a juvenile who is found destitute; or (iv) a juvenile who is found wandering without any settled place of abode and without visible means of subsistence; or (v) a juvenile who is found begging or receiving alms; or (vi) a juvenile who is engaged in illegal hawking; or (vii) a juvenile who is found sleeping on unauthorized premises or in public places; or (viii) a juvenile who throws refuse in drains; or (ix) a juvenile who collects items from refuse bins; or (x) a juvenile who plays truant from school.

20. Such a person should normally be referred to either central or local Government Departments of Social Welfare for inquiry and disposal of the case unless such Departments have reasonable grounds for bringing such a person before the juvenile court as a juvenile in need of care or protection. It cannot be overemphasized that children in need of care and protection are not offenders in the criminal sense and, therefore, they should not be stigmatised by securing a judgment of delinquency against them in a court of law. The records and statistics relating to such cases should form part of the reports of Departments of Social Welfare rather than of the Ministries of Justice.

21. Considering that such measures impinge upon the liberty of children and parents and in the interests of public order, some members of the group felt that individual preventive action concerning juveniles in need of care and protection should be decided by a juvenile court after a social investigation, and these members agreed that there should be a clear distinction between the child in need of care and the delinquent, as reflected in the statistics.

22. In order to assess accurately the extent of juvenile delinquency, the factors contributing to this problem, the efficacy of specific preventive and treatment measures, and, to assist in the formulation of policy in respect of the prevention and treatment of juvenile delinquency, the group wishes to stress the importance of the collection and collation

of proper records and statistics by all countries in the region. These statistics should include the following items: age and sex and educational attainment of the individual charged, details of guardianship, the total number of each age group and sex so charged, the type of offences for which they were charged, whether convicted or acquitted, and type of treatment ordered by the court; previous convictions. The group further recommends that financial and other resources should be provided for conducting detailed research into the specific area of juvenile delinquency. It is also recommended that machinery for the proper registration of births and the issue of birth certificates should be set up where adequate provision for such purposes has not already been made.

23. Based on the data available the group assesses the most significant factors contributing to the emergence and increase of juvenile delinquency in the region to be: (a) the breakdown and loosening of family ties and the weakening of control over children; (b) the lack of educational facilities and the lack of adaption of the school curriculum to the needs of contemporary African society; and (c) the lack of suitable employment opportunities for youth in urban and rural areas.

24. The group accordingly considers that high priority should be given to maintaining and strengthening the cohesiveness of the family as a unit. Among the various measures that might be adopted to achieve this end are the compulsory registration of all forms of marriage (including marriage by native law and custom), and the enactment of more rigid rules for separation and divorce. The rights of children should be protected by legislation in cases of the death of parents, or the separation or divorce of parents. Parental responsibility for the education and maintenance of children should be clearly embodied in legislation where this does not exist as under the changed conditions of life in the urban area the law has to set the lead in the creation of new patterns of social control where the old ones have broken down or become ineffective.

25. The group stressed that there would be great danger of significantly increased rates of juvenile delinquency so long as children are left in

ignorance and idleness for want of adequate schooling facilities; so long as the education they receive is not a suitable preparation for contemporary life and livelihood; and, so long as there are not enough jobs in urban areas to keep the juvenile who has left school engaged upon economically productive activity.

26. The aforementioned three factors are so crucial to the problem of juvenile delinquency in Africa that they should be considered at the national level.

CHAPTER II

THE PREVENTION OF JUVENILE DELINQUENCY

27. In considering the framework for a national policy and programme for the prevention of juvenile delinquency appropriate to African countries, the group found it useful to perceive this at three levels: programmes directed toward raising the level of living of the total population; programmes aimed at combating situations particularly conducive to the development of delinquent behaviour; and, programmes to assist individuals whose anti-social or maladjusted behaviour already indicate the onset of delinquency.

28. It was agreed that the group should not make an attempt to catalogue all the measures that might appropriately form part of a model preventive programme, primarily because the group found it advisable to direct its attention to large questions of principle from which guidance toward the development of specific measures would flow. Furthermore, the group noted that a satisfactory cataloguing of elements of a comprehensive programme for the prevention of juvenile delinquency of relevance to Africa had already been undertaken, as reflected in the special issue of the International Review of Criminal Policy devoted to this topic,^{1/} and the conclusions and recommendations on prevention drawn up at the First UN Congress on the Prevention of Crime and the Treatment of Offenders.^{2/}

29. The group recognized the basic importance of broad programmes of economic and social development-programmes that would lead to solutions of poverty, illiteracy, ill-health, unemployment, inadequate shelter, etc; and, concluded further that a great many of these programmes would be expected to contribute in varying degrees to the prevention of delinquency. There was some danger, however, that certain types of development planning, unmindful of their social implications might produce personal disruptions and social breakdown directly conducive to criminality.

^{1/} United Nations Publication Sales No. 64.IV.3

^{2/} United Nations Publication, Sales No. 56.IV.4

30. The group cautions against the unwarranted assumption that the mere provision of expanded facilities and services in a variety of fields would adequately assure the prevention of delinquency. Indeed, African countries should profit from the observation that, even in those affluent countries now providing to their youth a rich variety of facilities and services, delinquency remains an unsolved problem, even one of growing proportions. There are considerations of culture conflict, civic responsibilities, social control, etc. that need to be taken into account in the formulation of national plans in order to be conducive to the prevention of delinquency.

31. It is particularly in this connection that the group expresses considerable enthusiasm for the statement drawn up by ministers of planning, economists directly engaged in the planning of national development, and authorities in the field of the needs of children and youth at a world wide round-table conference on Children and Youth in Development Planning convened in April 1964.

"Each country, whether or not fully equipped with data and planning machinery, should develop a national policy for its children and youth. This policy should contain a statement of the major problems confronting the younger generation, and the nation's expectations for achieving results within given time periods. It should also involve a call for support from the nation as a whole, and for the participation of its people in realizing these objectives. In addition to specific targets of development to be achieved during given time periods relating to such material needs as health and nutrition, the national policy should include objectives designed to ensure and strengthen the transmission of fundamental values such as honesty, democratic attitudes, loyalty to home and country, and a deep sense of international understanding and solidarity".^{1/}

32. The group is of the view that the prevention of juvenile delinquency must be based on sound planning specifically related to the problem and not left to the chance that an array of miscellaneous programmes, designed in general to raise levels of living, will automatically achieve the goal of preventing delinquency.

^{1/} UNICEF. Conclusions of a round-table conference held at Bellagio Italy, 1-7 April 1964

33. The group considers that preventive programmes should be designed to alleviate the problems of rural youth unprepared to establish and adjust themselves successfully in the urban setting. One approach would be to discourage large scale migration of youth from the rural areas to the city. This might be achieved, in part, by the enrichment of rural life and opportunities, thereby inducing youth to remain in the rural areas. Formal restrictions on the movement of population were seen to be both unworkable and socially undesirable. It was recognized, on the other hand, that rural-urban migration was inevitable and, from several points of view, might even be desirable, and that there was need for programmes geared to facilitating this transition.

34. One approach favoured by the group was educational programmes in the rural areas, possibly under the auspices of community development services, to prepare the youth for the requirements, restrictions and vicissitudes of urban living. Another favoured approach was programmes in the urban centre aimed at assimilating the youth and providing protective and supporting facilities especially during the period of transition. One useful device would be the provision of short-term simple residential facilities ("hostel", "centre de triage") at which the newcomer to the city might be given orientation for urban living, employment prospects, recreation facilities, educational opportunities, assistance in locating suitable permanent living accommodation or, possibly, be sent back to rural areas. For the long-range assimilation of the youth into the urban centre, policy should be directed toward strengthening the capacity and willingness of the extended family and other kinship groups to provide shelter and a family atmosphere to the migrant youth.

35. In this connection, the expert group placed special emphasis upon the responsibility of government for providing adequate housing and the importance of seeing to it that housing programmes and slum clearance projects contribute to family and group solidarity and mutual assistance rather than, as had unfortunately been already the case, the relative isolation of very small family units in public housing projects. In the planning of housing programmes and slum clearance projects, the central

and local governments should seek the guidance from individuals possessing particular knowledge of the social implications of such programmes, including in this category of persons the administrators of social welfare programmes.

36. The group favours all measures aimed at strengthening the stability of the family and its capacity to provide protection, assistance, guidance and control of youth. The group, nevertheless, urges recognition of the fact that the social distance between the elders and the youth in rapidly changing African urban life, in many instances, is considerable and, the extent to which youth will look to their elders for their social goals and code of behaviour is, therefore, limited. Primary influence on urban youth will probably come from his contemporaries or "peer group" and, therefore, policies should be directed to strengthening formal and informal associations of this nature. For example, co-operative movements of young urban workers, having both material and social goals, should be fostered and supported. National youth movements, governmental and non-governmental, including voluntary leisure time associations as well as residential employment brigades, imparting social education and instruction in civic responsibilities are seen as having potentialities for contributing significantly to the prevention of delinquency among youth. Membership in such programmes should be widely open so as to include youth in danger of becoming delinquent as well as selected cases of youth already involved in delinquency.

37. The group also advocates that particular attention be given to programmes of urban community development. In the city, the sense of community solidarity and mutual assistance and responsibility is greatly weakened yet this is essential for obtaining the conformity of youth to acceptable social behaviour. It is likely that urban community development programmes could play an important role in providing this social cohesiveness and imparting to the youth the values and social objectives which are difficult to communicate through the formal impersonal machinery of big city administration.

38. The group considered the question of specific restrictions on the

activities of youth designed to prevent delinquency, such as curfews, censorship, prohibition from certain types and places of entertainment, etc. The recommendation of films and other forms of entertainment suitable for youth is considered advisable; prohibitions might also appropriately be placed on the sale of alcohol to juveniles, on certain types and places of entertainment, as well as on the dissemination of certain types of literature among youth. The group recognizes, however, that such measures are difficult to enforce and are, therefore, of limited effectiveness.

39. The group gave special attention to the role of the school in the prevention of juvenile delinquency. It was agreed that school systems today, by concentrating on stereotyped formal academic education, are not adequately preparing youth for life and job opportunities in the modern African setting and thus, in a sense, might even be considered as contributing to delinquency. Radical changes should be made at once so that the curricula would prepare youth for the realities and national needs of rapidly changing African society. Moreover, much attention should be given in the schools to imparting knowledge of, and appreciation of desirable social values and civic responsibilities.

40. Members of the group, however, held varying views on the extent to which the school itself should be expected to provide the specialized services required to deal with individual cases of socially maladjusted or delinquent behaviour. Some members felt that this is an excessive responsibility to be placed on the school systems of Africa at this stage in their evolution. Other members, however, believed it advisable, even now, to accept the principle that the school must prepare to deal with the education and social adjustment of all children, equipping the staff of the school, as necessary, with such specialists as guidance officers, school social workers, psychologists, etc. Alternatively, the schools should establish close liaison with the relevant social service facilities in the community so that such services might be provided to the schools from existing community resources. There was general agreement, at any rate, that teachers in their training should receive more instruction in the recognition of individual differences among children and a capacity to

identify youth in need of special attention. Moreover, it is recommended that the schools should adopt or strengthen, as the case may be, measures such as Parent-Teacher Associations, to involve parents in the activities and objectives of the schools.

41. The group also gave special attention to the role of the police in the prevention of juvenile delinquency. The police are in the closest contact with youth verging on delinquent behaviour as well as with the situations conducive to delinquency. The outlook and the reactions of the police have a great influence, positive or negative, on the prevention of delinquency and on the receptivity of youth to the re-educational measures which might be prescribed. It was agreed that all police should be instructed in the national policy in regard to the prevention of delinquency in order to foster an appreciation of and support for the social objectives involved. Some countries, lacking specialized personnel to handle juvenile cases, tended to give the police authority for the disposition of cases and other responsibilities generally expected to be carried out by social welfare personnel. This situation was seen to have a number of disadvantages and the group is in favour of having the police restrict its activities to the traditional functions of surveillance and arrest. Some members favoured the creation of a police contingent specially trained and responsible for handling juvenile cases in those situations where the police would be inevitably involved. Other members, however, believed this would probably be unworkable in many situations and, at any rate, unnecessary if all police were to be indoctrinated in the acceptable approach to the handling of youth.

42. Finally, on the question of policy and programmes to prevent delinquency among children and youth, the group emphasizes the uncertainties of present day knowledge on the most effective approaches to be incorporated in a concerted programme. The problem of delinquency remains a critical one in the developed countries, and African nations have the advantage of being able, at a sufficiently early stage, to create effective preventive policy and programmes. A premium is, therefore, to be placed on the introduction of bold, imaginative, new approaches

specifically related to the cultural characteristics of modern African life. New approaches should be instituted in the form of experiments or pilot projects which would be thoroughly assessed before there would be a decision to incorporate them as part of the national policy. The United Nations and its specialized agencies, as appropriate, should be called upon to assist in the creation or transformation of various programmes designed to contribute significantly to the prevention of juvenile delinquency. In this connection, the group refers in particular to the formation and training of a special cadre of workers with socially maladjusted youth ("educateurs"), the establishment of short-term residential facilities for migrant youth ("hostels", "centre de triage"), and the re-orientation of school curricula to place primary emphasis on the adaptation of youth to the social and economic realities and objectives of his community and country.

CHAPTER III

MEASURES FOR THE TREATMENT OF JUVENILE OFFENDERS

43. In considering the measures for the treatment of juvenile offenders the group re-affirms the principle that the interests of the juvenile should at all times be paramount, and that the gravity as well as the title of the offence committed should be of secondary consideration.

44. The group having already recommended previously in the report that a clear distinction should be made between:

- (a) a juvenile who is in need of care and protection; and,
- (b) a juvenile who has already become a delinquent;

believes that in order to give maximum protection to the former category, emphasis should be put on the circumstances and background of the juvenile, and that before seeking the intervention of the court all possible steps should be taken to treat the juvenile in need of care through the medium of family, child guidance clinics, schools and other ancillary services. However, should the circumstances warrant it the social worker, social "educateur" or probation officer should bring the child before a juvenile court to provide an appropriate method of treatment.

45. The group also wishes to define who should be authorized to bring a juvenile in need of care and protection before a juvenile court, and suggests the following persons should be so authorized: a social worker, social "educateur", police officer, parent or guardian of the juvenile, and a district officer or person holding an equivalent position, in territories where this office does not exist.

46. The group recognized that it is not always possible to have specialized courts in all areas but as a first step a court should be empowered to constitute itself as a juvenile court whenever it is dealing with a juvenile. However, the ideal would be to have a court composed of a legally qualified magistrate as a president and two lay assessors, one of whom would be a woman. These lay assessors should be chosen from persons who, through their work, are connected with the training of youth.

47. The role of the so-called "native courts" in handling juveniles especially in the rural areas, was subjected to some criticism. It was considered that they are not appropriate bodies for dealing with juveniles primarily because they tend to be out-dated in outlook and are unacquainted with modern methods of dealing with such juveniles. These native courts would, however, be necessary during a transitional period until a modern judiciary is established and they could be empowered to take the necessary measures for the protection of young offenders. The group recommends that as a matter of priority the training of juvenile court magistrates should be undertaken in order to ensure uniformity of methods of treatment in all countries in the region.

48. It is essential for the juvenile court to avoid strict procedure and formality with full regalia. Most important of all it is necessary for the court to convey to the juvenile that the decision taken is in his interest and is not intended as punishment.

49. The group recommends that courts should have the following powers in respect of juveniles in need of care:

(a) to order the parents or legal guardian to enter into the recognisance to exercise proper control over the juvenile;

(b) to remove the juvenile from the parents or legal guardian and place him with either relatives, foster parents or other persons considered by the court to be fit and proper persons to undertake the care of the juvenile;

(c) to place the juvenile under the supervision of a probation officer, social worker or social "educateur" for a period not exceeding three years;

(d) to order the parents or guardians to contribute to the maintenance of the juvenile in those cases, where he is removed to the care of relatives, foster parents or other fit persons or institutions;

(e) without making any other order or in addition to making an order

under either (c) or (d) above, make an order placing him for a specified period, not exceeding three years, under the supervision of a probation officer or some other person appointed for the purpose by the court;

- (f) to order the juvenile to be placed in a suitable institution for a period not exceeding three years;
- (g) to order the juvenile to be taken to a centre of observation, e.g. a remand home or a child guidance clinic to enable the social worker, social "educateur", psychologist, psychiatrist, etc., to avail themselves of the period to embark upon a proper diagnosis of the juvenile and his circumstances with a view to recommending the appropriate treatment to be prescribed.

50. In the case of juvenile offenders, the group recommends that the following restrictions be placed on their treatment:

- (a) no juvenile should be sent to prison;
- (b) no juvenile under 16 years should be sent to a reformatory or borstal institution unless this is warranted by the nature and gravity of the offence;
- (c) corporal punishment should not be administered as the group considers that corporal punishment is of extremely doubtful value as a method of treatment and urges that serious consideration be given to its abolition.

51. In discussing suitable forms of treatment, the group gave consideration to the use of the following methods:

- (a) probation;
- (b) an order making a fit and proper person to be in charge of the offender for a specific period;
- (c) group activities; and,
- (d) the ordering of juvenile offenders to attend "attendance centres".

The group recognizes that probation is one of the basic and most effective ways of treating juvenile offenders. The most important element in probation is the opportunity which it gives to the court and the social worker to rehabilitate the offender through the establishment of rapport between the probationer and his supervising officer. The establishment of such rapport is of the utmost value in assisting the offender to re-orientate his attitudes and values and to become a better adjusted member of the community; it also assists the juvenile's family to understand his problems through the close contact made with the probation officer.

52. The group is aware of the difficulty of extending the probation system to rural areas due to the lack of trained personnel in sufficient numbers but recommends the use, as far as possible, of local responsible and respected leaders in the community, to act as agents for recognized probation officers.

53. The group stresses that courts in the region should not regard probation as a form of "let off" in view of the positive aspects involved in probation as enumerated above. Furthermore, a probation order may contain special requirements such as requiring the probationer to reside in a special place or institution: e.g. a probation hostel situated near the probationer's place of work, or in a probation home where he would receive suitable vocational training, or it might require the offender, on the evidence of a psychiatrist, to submit to treatment under the direction of a duly qualified medical practitioner.

54. The group notes that in some countries probation officers are employed by the Ministry of Justice while in others they are employed in the Department of Social Welfare. It is considered that irrespective of who employs probation officers there is a great need for more multi-purpose social workers or social "educateurs" to carry out an effective probation service.

55. The role of group activities such as national youth movements, national or military service, work and farm camps was examined and the group recognized the usefulness of such activities in appropriate cases.

It is felt that since the object of treatment should be the integration and rehabilitation of the offender within the community, it would not be desirable to place him in an institution without any reason. However, it should be clear that these activities, especially in the case of farm and work camps, do not become veiled forms of forced labour.

56. The following measures, although playing no direct role in the treatment of the offender as such, are nevertheless considered useful:

(a) compensation of the victim for damages;

(b) fining the parents or guardians for the misbehaviour of the juvenile;

(c) parents and guardians may be required to enter into a recognisance for the good behaviour of the juvenile.

57. The group believes that in the case of a juvenile offender committed to an institution, it is equally important that the approach and treatment should be individualized so as to take into account his particular circumstances. Therefore, when the juvenile arrives at the institution he should be given every incentive to progress through the various stages of his training while at the institution. In other words, the juvenile himself, through his behaviour, should determine the time he actually spends in the institution.

58. The group is aware that there is a diversity of views on the question of stipulating a maximum period of stay in an institution, but it was generally agreed that a juvenile court should be required to lay down a maximum period of committal to an institution, which would, however, be flexible if a system of release on licence was introduced. Under such a system the principal of the school, in consultation with a visiting committee, or discharge board, would decide when a pupil would be ready to be released on licence. In some countries this decision would have to be ratified by a court, and in others by a senior official specialized for this purpose.

59. The group stresses the importance of after-care as part of the

treatment process and points out that after-care starts from the moment the juvenile is admitted to an institution. It is emphasized that while the juvenile is in an institution, a social worker should maintain the closest contact with the juvenile's family or relatives in order to eliminate the conditions which led to the removal of the juvenile from his home.

60. Where it is found necessary, the group believes it to be essential to change this environment so that when the juvenile returns from the institution he would continue in the process of rehabilitation which had been started at the time of his committal. At the same time, the authorities in the institution would, through individual counselling and group techniques, help to re-orientate the juvenile's attitudes and values. The whole treatment process would thus be aimed at rehabilitating the juvenile while remedying the unfavourable conditions existing in his own environment. When the juvenile is released on license it is important that the social worker in the area to which he returns should befriend and assist him and submit regular reports to the principal of the institution in order to assess whether the juvenile's return to the outside world has been successfully accomplished. In addition, there must be legal sanctions under which the juvenile can be recalled to the institution should he fail to readjust for one reason or another.

61. To facilitate the smooth working of measures designed to protect the interests of juveniles the group considers it essential that there should be maximum co-ordination by all government departments concerned with the implementation and application of programmes relating to juveniles. Moreover, it suggests that governments might seek the co-operation of organizations and persons interested in the welfare of juveniles to provide for the co-ordination of the efforts of all concerned in the treatment of offenders. A method of achieving this co-ordination could be the setting up of a Juvenile Offenders and Probation Advisory Committee under whose auspices a programme of workshops, seminars and conferences should be arranged at regular intervals to maintain a high level of co-ordination in this field. This committee would also advise the governments generally on all matters pertaining to the welfare of juvenile offenders.

CHAPTER IV

THE PLANNING, SELECTION AND TRAINING OF PERSONNEL RESPONSIBLE FOR THE TREATMENT OF JUVENILE OFFENDERS

62. The group considers that the planning, selection and training of personnel responsible for the treatment of young offenders should be given particular attention by governments and should not be subordinated to other economic and social aspects of development which might be considered more urgent. It is of the view that:

- (a) a sufficient number of qualified personnel should be made available for the treatment of young offenders without waiting for the latter's anti-social activities to become more serious;
- (b) through their actions and their experience, the personnel are in a position to check the advance of these activities towards dangerous forms and to retard the growth in the number of delinquents.

63. The group feared that, if governments do not pay sufficient attention to the training of such personnel, the problem of juvenile delinquency will be more difficult to solve at a later date. The group considers that (a) the total number of offenders to be treated within a given time (say 3, 4 or 5 years) and (b) the different forms of treatment to be applied should be taken into account in planning the provision of the necessary personnel for the treatment of young offenders. The group, therefore, recommends that the appropriate bodies in each country should carry out preliminary studies on the importance of juvenile delinquency and its needs, with a view to drawing up a programme. It believes that the stringency which ought to be applied in selecting and training personnel would be seriously jeopardized if recruiting and training were carried out only under the pressure of immediate requirements, and without regard to long-term requirements.

64. The group considers that the type of personnel most urgently required for the treatment of young offenders is the social worker. The functions of the social worker lead him to perform various tasks in different

situations, either to apply direct individual treatment of young offenders in approved schools or on probation, or to carry out more specific work in the delinquent's family and in his life. These intricate and difficult functions call for particular care in the selection and training of social workers.

65. The group recommends that particular attention should be given to the following points in selecting social workers:

- (a) intelligence, as estimated by means of suitable tests adapted to conditions in African countries;
- (b) physical health, as determined by a medical examination;
- (c) age, which should at least be that of civil majority;
- (d) extent of studies carried out after primary education;

It is considered desirable that the candidate should possess the highest qualification provided by secondary education.

Some members of the group felt that in cases where such a qualification was not available, the minimum number of years of study following primary schooling should be at least four.

- (e) The candidate's previous activities, if any, in youth movements or any organizations concerned with youth education.

66. The group favours the principle of selection according to which the candidate is engaged for a trial period in an institution for young offenders under the supervision of experienced staff members. The general application of this method of selection could not, however, be recommended at the present time because of certain practical difficulties, as for example, the lack of institutions, and difficulties in supervising the trainee.

67. The group unanimously stresses the quality which should be attained in the basic training of a social worker. His duties, as was frequently pointed out, requires him to accept a range of responsibilities in approved schools and in open treatment, responsibilities of particular gravity

since they concern the improvement of the young offender's personality. This improvement cannot be divorced from continuous work in the family and the living environment.

68. The group, therefore, considers that training schools for social workers should be attached to universities where the latter exists, or should make use of the services of teaching staff appointed by international organizations in places where universities do not exist. In any case, the diploma awarded upon termination of the studies should be equivalent to a university diploma.

69. Having thus specified the high level of the training, the group recommends that the instruction should refer in particular to the following aspects:

(a) courses on the psychology of children and adolescents, the processes by which their personalities develop, the various forms and causes of juvenile delinquency, the special teaching techniques which should be applied to young offenders, social legislation, the sociology of work, social psychology, criminology and penal law;

(These courses would, of course, be adapted to the cultural background of young Africans and to the social conditions prevailing in African countries. In particular, anthropological studies should be carried out, to make the pupils aware of the practices and conditions on which the life of their society was, or is still, based.);

(b) comprehensive information on African society and the developments currently taking place in the fields of education, the movement from rural areas to the city, urbanization, work and employment; (The information must cover the comparative ways of life in the city and in the country, and the rôle of the social worker in educating the public to understand its duties and responsibilities concerning young people);

- (c) practical training in arts, crafts, and physical education;
- (d) finally, the training should enable future social workers to analyse various social phenomena (standards of living, home conditions, education, formation of gangs, etc.) in a sufficiently scientific manner by means of studies carried out in the form of investigations in the actual fields concerned; and, they should be introduced to the methods of establishing statistics relating to youth migration and fluctuations in their countries.

It is the group's understanding that this programme was simply of an indicative nature and that it would have to be modified from time to time, particularly with regard to item (b), to make allowance for the changes taking place in developing countries.

70. The group wishes to have the attention of governments drawn to the fact that the recommended training reflects the specialization and level of instruction required by the responsibilities of the social worker. All the members of the group, therefore, agree that to consider the social worker as an inferior order of worker would be to invite serious consequences, such as the lowering of standards of recruitment and instability of the staff engaged in social work. The group accordingly recommends (a) that governments should not minimize the functions of the social worker, (b) that they should consider establishing a line of equivalence between these functions and functions requiring qualifications of the same order in other economic and social sectors, and (c) that they should recognize a career which is becoming one of the most important in progressive, developing countries, by granting it an appropriate standing and remuneration.

71. The group is unanimously in favour of arranging basic training for social workers in such a way as to dispense with the need to make use of schools in non-African countries. However valuable the training provided in these schools might be from the scientific or human point of view, it was not suited to the specific problems of African countries; in some

instances, students being trained abroad lost contact temporarily with the realities of African life and had to readjust themselves on their return. The group considers it desirable that a training school for social workers should be established in each country with the rank of university college, as was pointed out above.

72. Training at a higher level should be envisaged to follow up basic training, for social workers who are already established and whose ability to assume a wider range of responsibilities has been recognized. The group is of the view that sub-regional training programmes or even regional programmes should be organized under the auspices of international organizations for trainees of this category. These persons would then be used to train lower echelons of staff or to promote in their respective countries a campaign of social work suited to the stage of development of the region. The principle of unity in training and social work in African countries would thus be maintained.

73. Training abroad could be envisaged for certain personnel capable of giving their country's policy a positive impetus in regard to the treatment of young offenders.

74. The group considered certain procedures concerning some aspects of basic training and would wish to make the following recommendations:

(i) when a social worker is required to perform more specific duties, as for example with young offenders in an approved school or with juveniles who are allowed to remain at liberty in their normal surroundings, the general training should be supplemented by more specialized instruction, if it is considered necessary, relating to the more specific aspects of the social worker's task;

(ii) with regard to personnel already in service, extra instruction should be provided in order to raise such persons to the level of the social worker, and, as they have already obtained practical training through their own experience, the additional training necessary should be essentially in the field of human sciences;

- (iii) some members of the group thought that a special training course should be provided for the female social worker, as is the practice in French-speaking countries; but the majority of the group, while favouring the principle of a common training programme, felt that it could not formulate detailed recommendations in this respect without appearing to condemn established procedures which have proved their necessity and effectiveness in the countries concerned;
- (iv) it was recognized that the training of technical teachers responsible for giving vocational instruction to young offenders could not be covered by the training school for social workers; and, while stressing the necessity of obtaining reliable moral guarantee for this category of personnel, it had to be noted that technical qualifications were of importance, since they had a bearing on whether the pupil would be assured of a trade which would be his defence and salvation, or whether he would go to swell the ranks of the jobless workers as a result of poor or negligible vocational training; nevertheless such instructors should be fully informed by their superiors of the attitude to adopt in handling the youngsters, and should participate regularly with the educational team in all meetings where the personal troubles of juveniles, problems of discipline and the most effective methods of action are discussed;
- (v) the teacher who has to give general instruction in institutions should be thoroughly advised of the problems of juvenile delinquents; and, if he has received only the basic training of a social worker, some instruction on teaching methods is indispensable.

75. The group believes that the training and activities of social workers would be to some extent ineffective if they were not accompanied by an attempt to educate public opinion. It accordingly recommends that, wherever possible, the public should be informed of government achievements

in the field of social welfare and the efforts made by social workers to readjust delinquent children and adolescents. The public should know how juveniles placed in approved schools live, and should be associated, as far as possible, with their outings and leisure-time activities. With this aim in view, the group also recommends that films made through the collaboration of the responsible persons concerned in various youth programmes should be shown in public cinemas. In rural districts where cinemas are rare or non-existent, this information should be disseminated by radio. The processes of degradation of rural youth, which have not as yet advanced far on the whole, could thus be slowed down or halted.

76. In countries where a magistrate acts as children's judge only on a periodical or accessory basis, the group considers that those magistrates should be encouraged to acquire a thorough personal knowledge of child psychology, the causes and manifestations of juvenile delinquency, and the treatment given to young offenders on an open basis and in approved schools. Judges and social workers should co-operate as closely as possible. In particular, the group recommends that magistrates should keep in touch with the workings and progress of institutions and probation services, for example, by means of visits.

77. The necessity of providing the police with information was also emphasized. It is regretted that activities concerning young offenders or children in moral danger are generally regarded by the police as a minor aspect of their work. A proportion of their work should be devoted to the supervision of such young people. A desirable measure would be to incorporate a special programme in police training to deal with the problems of maladjustment and juvenile delinquency.

CHAPTER V

SUMMARY OF RECOMMENDATIONS

78. The group recommends:

- (i) that in order to determine the full extent of the problem of juvenile delinquency, there should be a clear definition and delimitation of the scope of this social phenomenon. For purposes of classification, a juvenile should be defined in law as anyone who has not attained nineteen (19) years of age at the time of the commission of the offence, subject to the proviso that each country may wish to revise this upper age limit in relation to the circumstances prevailing in each country;
- (ii) that the meaning of the term "juvenile delinquency" should be restricted as far as possible to violations of the criminal law;
- (iii) that a clear distinction should be made in law between juvenile offenders as described in the above recommendation and juveniles in need of care and protection;
- (iv) that especially in view of the gross inadequacy of precise knowledge of the nature and extent of the problem, the collection and collation of proper records and statistics by all countries in the region is of the greatest importance. Machinery for the proper registration of birth and the issue of birth certificates should be set up where adequate provision for such purposes has not already been made;
- (v) that financial and other measures should be provided for conducting detailed research into the specific area of juvenile delinquency;
- (vi) that high priority be given to maintaining and strengthening the cohesiveness of the family as a unit. Among the various measures that might be adopted to achieve this end are the compulsory registration of all forms of marriage (including

- marriage by native law and custom), and the enactment of more rigid legislation regarding separation and divorce;
- (vii) that the rights of children should be protected by legislation very especially in cases of the death of parents, or the separation or divorce of parents. Parental responsibility for the education and maintenance of children should be clearly embodied in legislation where this does not already exist;
 - (viii) that the prevention of juvenile delinquency should be the subject of rational planning within the framework of its over-all plans of economic and social development;
 - (ix) that among the components of a national plan for the prevention of juvenile delinquency should be measures to influence the nature and rate of rural-urban migration of youth, including socio-economic incentives to remain in rural areas, orientation of youth migrating to urban areas and facilities and services in the urban centres to provide temporary shelter, assistance in obtaining suitable employment, recreational opportunities and information on the special characteristics of urban living;
 - (x) that measures to strengthen the capacity of the extended family and kinship groups to provide care, protection and guidance to youth should be encouraged, including expanded low-cost housing, particularly geared to provide the social setting in which the extended family and kinship group would be enabled to maintain a community spirit and a sense of social solidarity;
 - (xi) that, in rapidly changing Africa, great importance be placed on imparting social values and civic responsibilities to youth through their own contemporaries or "peer groups" such as co-operative movements of young urban workers and national youth movements, both of a part-time recreational nature and a full-time national service corps character;
 - (xii) that the content of general education should be refashioned so

as to give first attention to preparing youth for the social realities and the needs and objectives of the community and nation, with particular emphasis on imparting knowledge of and appreciation for desirable social values and civic responsibilities;

(xiii) that the police, being inevitably in close contact with youth verging on delinquent behaviour as well as situations conducive to delinquency, should be well informed on the national policy and objectives in the prevention of delinquency and, to this end, should receive both pre-service and in-service instruction on juvenile delinquency and its prevention;

(xiv) that, in view of the fact that a knowledge of effective measures to prevent delinquency among children and youth is still uncertain, a premium be placed on the introduction of bold imaginative new approaches and that, in this experimentation and the creation of pilot projects, the United Nations and its specialized agencies, as appropriate, be called upon to assist in the planning and execution of such programmes;

(xv) that, in considering treatment methods for both juvenile offenders and juveniles in need of care, the re-education of the juvenile should be paramount;

(xvi) that juvenile courts be as informal as possible and the aim should be eventually to have special juvenile courts throughout the region consisting of a trained magistrate and two lay assessors, one of whom should be a woman;

(xvii) that no juvenile should be sent to prison;

(xviii) that, as there is no evidence to show that corporal punishment is an effective form of treatment, serious consideration should be given to its abolition;

(xix) that, as treatment in the open was always to be preferred to institutional treatment, subject always to the delinquent

juveniles' circumstances and background, the use of such methods as training through the medium of national youth movements, whether governmental or voluntary, and probation, should be strongly advocated. The establishment of suitably diversified institutional treatment centres is considered essential for those juveniles for whom it is required;

- (xx) that recognition should be given to the fact that after-care of delinquent juveniles committed to institutions is of vital importance in the total treatment process and governments should make adequate arrangements for after-care of all such juveniles and for a system of release on licence;
- (xxi) that countries should establish national Juvenile Delinquency Advisory Committees to advise on all aspects of treatment of delinquent juveniles and to initiate workshops and seminars for all concerned in the treatment of such youths;
- (xxii) that governments should be advised to establish policies aimed at producing a sufficient number of qualified personnel whose actions will help to check the spread of juvenile delinquency and prevent its development towards more serious forms;
- (xxiii) that programmes should be established with a view to ascertaining the extent of juvenile delinquency and the means needed to combat it in each country, in order to obviate any improvisation in the selection and training of personnel responsible for treatment;
- (xxiv) that the social worker should be considered as the category of personnel most urgently needed in the immediate future for the treatment of young offenders;
- (xxv) that priority should therefore be given to the selection and training of this category of personnel;
- (xxvi) that, in selecting social workers, the requirements of sound health, broad intelligence, education at the level of completed secondary schooling, a well-balanced personality, and a positive

- interest in young people, should be applied;
- (xxvii) that training should be provided for social workers in schools where the instruction is at university level and the qualification given is equivalent to a university diploma;
- (xxviii) that the social importance of the personnel selected and trained as already described should be honoured by granting them a status which recognizes their work as being one of the most necessary social functions in rapidly developing countries;
- (xxix) that training should be organized in such a way as to include not only (a) courses in the human sciences and (b) practical instruction and training, but also (c) full information on African anthropology and the characteristics of African social life;
- (xxx) that recognition should be given to the fact that such training can only be provided in the country concerned, and governments should be advised, therefore, to establish training schools as soon as possible in countries where they do not exist;
- (xxxi) that more advanced instruction for social workers should be envisaged with a view to providing governments with specialists capable of assisting them to establish progressive and effective policies for youth. Such instruction could be given on a regional basis with the co-operation and support of international organizations. Experienced personnel who have received basic training and who are expected to be advanced to executive positions involving policy-making responsibilities should be granted educational leave of absence to obtain, at home or abroad, the additional specialized knowledge required;
- (xxxii) that magistrates who require a knowledge of matters concerning juveniles, and members of the police who have to deal with young people, should be given specialized instruction on the social causes, personal motives and various forms of juvenile delinquency;

- (xxxiii) that magistrates should maintain a first-hand acquaintance with the facilities and services utilized in the prevention and treatment of juvenile delinquency;
- (xxxiv) that the public should be kept informed, through the media of the press, cinema and radio, of government activities concerning young delinquents and pre-delinquents, and that parents should be assisted by means of the same information media, to give their children the care, leadership and education required to make them responsible and useful to the community when they grow up.

ANNEX I.

AGENDA

- I. Opening session
- II. Election of officers
- III. Adoption of agenda and daily programme; and agreement on working groups and committees
- IV. Review of Juvenile Delinquency Programme in Africa (country statements)
- V. Rapid Social Change and Juvenile Delinquency in Africa
- VI. Prevention of juvenile delinquency
- VII. Treatment measures
- VIII. Planning, selection and training of personnel for treatment of young offenders
- IX. Adoption of the report of the meeting.

ANNEX II

PROGRAMME OF WORK

Monday, 17 August 1964
4 p.m. - 6 p.m.

Informal meeting and registration
meeting of the Pro-tem Committee

Tuesday, 18 August 1964
10.00 a.m.

Formal Opening Session

11.30 a.m.

Plenary Session - Agenda item II:
Election of Chairman and two Vice-
Chairmen

Agenda item III: Adoption of agenda
and programme - Agreement of working
groups Drafting Committee and
Steering Committee

3.00 - 5.00 p.m.

Plenary Session

Agenda item IV: Country statements

Wednesday, 19 August 1964
9.00 a.m. - 1.00 p.m.

Plenary Session

Continuation of item IV - Country
statements and statements by the UN
Specialized Agencies and other or-
ganizations

3.00 - 5.00 p.m.

Plenary Session

Agenda item V - Rapid Social Change and
Juvenile Delinquency in Africa (to be
introduced by Secretariat)

Thursday, 20 August 1964
9.00 a.m. - 1.00 p.m.

Plenary Session

3.00 - 5.00 p.m.

Plenary Session

Continuation of discussion on item V

Friday, 21 August 1964
9.00 a.m. - 1.00 p.m.

Plenary Session

Agenda item VI - Prevention of Juvenile
Delinquency (to be introduced by the
Secretariat)

3.00 - 5.00 p.m.

Continuation of discussion on item VI

Saturday, 22 August 1964
9.00 a.m. - 1.00 p.m.

Plenary Session

Agenda item VII - Treatment measures
(to be introduced by Secretariat)

3.00 p.m. - 5.00 p.m.

Plenary Session

Continuation of discussion on item VII

Monday, 24 August 1964

Liberian National Holiday

Tuesday, 25 August 1964
9.00 a.m. - 1.00 p.m.

Plenary Session
Agenda item VIII - Planning, Selection and Training of Personnel for Treatment of Young Offenders (to be introduced by Consultant)

3.00 - 5.00 p.m.

Continuation of discussion on item VIII

Wednesday, 26 August 1964
9.00 a.m. - 1.00 p.m.

Working Groups Session
Working Group A - Agenda item VII - Treatment Measures.
Working Group B - Agenda item VIII - Planning, Selection and Training of Personnel for Treatment of Young Offenders

3.00 - 5.00 p.m.

Continuation of Working Groups Session

Thursday, 27 August 1964
9.00 a.m. - 1.00 p.m.

Continuation of Working Groups Session

3.00 - 5.00 p.m.

Continuation of Working Groups Session

Friday, 28 August 1964
10.00 a.m. - 1.00 p.m.

Plenary Session
Consideration and adoption of draft final report on Agenda items V and VI

3.00 - 5.00 p.m.

Meeting of the Drafting Committee on Agenda items VII and VIII

Saturday, 29 August 1964

Visits of observation. Liberian National youth camp organization

Monday, 31 August 1964
9.00 a.m. - 10.30 p.m.

Plenary Session
Consideration and adoption of draft final report, including recommendations of the Meeting (which includes consideration of final report on Agenda items VII and VIII)

11.30 a.m.

Plenary Session
Formal closing session.

ANNEX III

LIST OF PARTICIPANTS

LISTE DES PARTICIPANTS

1. Experts

Experts

- (1) Cameroun
Cameroun M. Pierre Colonna, Directeur, Institution
Enfance Delinquante, Yaoundé
- (2) Chad
Tchad M. Mohamat Cumar, Juge Instruction,
Fort-Lamy
- (3) Congo (Léopoldville)
Congo (Léopoldville) M. Maximilien Liongo, Secrétaire-général,
Ministère de la Justice, Léopoldville
- (4) Ethiopia
Ethiopie M. Andargatchew Tesfaye, Director of
Social Defence, Ministry of Community
Development, P.O. Box 2056, Addis Ababa
- (5) Ghana
Ghana M.S.A. Obouti, Assistant Director of
Department of Social Welfare and Com-
munity Development, P.O. Box 778 - Accra
- (6) Nigeria
Nigéria Mrs. Winifred A. McDwen, Chief, Social
Welfare Officer, Federal Ministry of
Labour - Lagos.
- (7) Northern Rhodesia
Rhodésie du Nord Mr. H.H. Ferreira, Director of Social
Welfare Department, Ministry of Housing
and Social Development, P.O. Box RW 81,
Ridgeway, Lusaka.
- (8) Senegal
Senégal M. Jean Benglia, Président du Tribunal
de lère instance de Dakar et Chef des
Services de l'Education Surveillée au
Ministère de la Justice - Dakar
- (9) Sierra Leone
Sierra Leone Mr. Mohammed Lamin Sesay, Head Teacher
Approved School, Wellington - Western
Area
- (10) Somalia
Somalie M. Ahmed Sheikh Mahmood, Ministry of
Justice, P.O. Box 544 - Mogadiscio
- (11) Togo
Togo M. Leonidas Quashie, Magistrat et
Substitut du Procureur de la République,
Palais de Justice, Lome.

- (12) Uganda
Ouganda Mr. Joseph Kawuki, Principal Welfare Officer, Ministre of Community Development and Labour - Kampala
- (13) Liberia
Libéria Mr. Stephen Horton, Director, Liberian National Youth Organization, Monrovia

2. United Nations Children's Fund and Specialized Agencies
Fonds des Nations Unies pour l'Enfance et Institutions Spécialisées

UNICEF Mr. Gordon Carter, Area Representative
FISE P.O. Box 1529, Dakar - Senegal

United Nations Educational, Scientific and Cultural Organization
Organisation des Nations Unies pour l'Education, la Science et la Culture

UNESCO Mr. H.C. Gupta, Field Officer in
UNESCO Statistics, Resident Representative
UN Technical Assistance Board and
Director of Special Fund Programmes
P.O. Box 274, Monrovia, Liberia

World Health Organization
Organisation Mondiale de la Santé

WHO Dr. H. Russel, WHO Liaison Officer
OMS to ECA, Africa Hall, P.O. Box 3001,
Addis Ababa - Ethiopia

3. Non-Governmental Organizations
Organisations non Gouvernementales

International Association of Workers for Maladjusted Children
Association Internationale des Educateurs de Jeunes Inadaptés

Mr. Idrissa Thiombiano, P.O. Box 515,
Ouagadougou, Upper Volta

International Association of Youth Magistrates
Association Internationale des Magistrats de la Jeunesse

M. Jean Benglia (Senegal)

The World Alliance of Young Men's Christian Associations

Mr. David N. Howell (Liberia)

4. Economic Commission for Africa Consultant (France) Mr. P. Voirin, Inspecteur de l'Education Surveillée, Directeur de l'Ecole d'Etat d'Éducateurs, Ministre de la Justice, Paris.
5. United Nations Bureau of Social Affairs
Mr. Edward Galway, Chief, Social Defence Section, European Office of the United Nations, Geneva.
6. Members of the Secretariat Membres du Secrétariat
Mr. J. Riby-Williams, Chief, Social Development Section, Economic Commission for Africa, Addis Ababa.
Dr. S. Cooppan, Social Affairs Officer, ECA, Addis Ababa : Secretary to the Meeting.
Mme J. Davant, Bilingual secretary
Miss E. Scholze, Interpreter
Mrs. E. Heathcote, Interpreter
Mrs. D. Bunesco, Interpreter
Miss V. Pantos, Interpreter
Miss E. Amherdt, Translator
Mr. I. Hamilton, Translator
7. Liaison Officer, Liberia Mr. A. Fahnwulu Caine, Director of Division of International Organization Affairs, Department of State, Monrovia, Liberia
8. Working Groups
Group A : Measures for the Treatment of Juvenile Offenders
Messrs. S.A. Oboubi (Chairman), A.S. Mahmood (Rapporteur), H.H. Ferreira, S. Horton, P. Colonna, M. L. Sesay, A. Tesfaye, S. Thiombiano, G. Carater. J. Riby-Williams.

Group B : Planning, Selection and Training of Personnel

Messrs. M. Liongo (Chairman), P. Yoirin (Rapporteur),
J. Benglia, I. Omar, L. Quashie, J. Kawuki, H.C. Cupta,
E. Galway, H. Russell, D. Howell, Mrs. V. McEwen.

ANNEX IV

A. LIST OF DOCUMENTS ISSUED

AIDE MEMOIRE

E/CN.14/SODE/1	Provisional Agenda
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E/CN.14/SODE/28	Summary of Statement AIEJI (French only)
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E/CN.14/SODE/30	Final Report of Meeting

B. LIST OF BACKGROUND MATERIAL ISSUED THROUGH THE COURTESY OF :

1. Social Defence Section, European Office of the United Nations, Geneva.

- (i) Prevention of types of criminality resulting from social changes and accompanying economic development in less developed countries by J. J. Panakal and A. M. Khalifa (UN Publication, A/CONF.17/3, 1960).
- (ii) International Review of Criminal Policy, No 20 of 1962 (UN Publication Sales No 63.IV.3).
- (iii) Off-print of article in International Review of Criminal Policy, No 21 of 1963 : "The Evaluation of Methods used for the prevention of Juvenile Delinquency, South of the Sahara" by W. Clifford. (UN Publication Sales, No 64.IV.3).
- (iv) An experiment in technical exchanges and assistance in the matter of the protection of children by the courts, by H. Michard (Mimeographed).
- (v) Conclusions and Recommendations on Juvenile Delinquency adopted by the first and second United Nations Congresses on the Prevention of Crimes and the Treatment of Offenders. (Mimeographed).

2. United Nations Educational, Scientific and Cultural Organization
 - (i) Psychology of the Adolescent and Social Inadaptation :
Some Research Trends, Methods and Problems (UNESCO/ED/199,
1963).
 - (ii) Out of School Education of Young People
(Education Abstracts, Vol. XVI, Nos. 1 - 2, 1964, UNESCO).
 - (iii) Juvenile Delinquency : Problems of the Modern World, by
William Kvaraceus. (UNESCO, 1964).
 - (iv) The Psychology of Adolescence
(Education Abstracts, Vol. XIV, No 4, 1962, UNESCO).

ANNEX V

STATEMENT OF DR. WILLIAM V. S. TUBMAN, PRESIDENT OF THE REPUBLIC OF LIBERIA

Mr. Chairman, Officers and Members of the United Nations Conference on Social Defence, Ladies and Gentlemen :

Your presence in this part of Africa at this time is indicative of the United Nations' concern and interest in the welfare, safety and progress of Nations and Peoples everywhere regardless of clime, coast, race or creed. It therefore gives me great pleasure to extend to you a welcome on behalf of the Government and people of Liberia that emanates from a genuine feeling of fraternity, happiness and cordiality. It is our hope that your deliberations and decisions will see fruition in the attainment of practical formulas that will retard and diminish, if not halt, the great danger implicit in juvenile delinquency.

Mankind today lives in grave concern and in some degree of uncertainty about the security of life, limb and property due to the mounting wave of crime throughout the world. Juvenile delinquency has become a tragic phenomenon, and there is decidedly an alarming deterioration in moral values. The allocation of a considerable percentage of the resources of Nations for the prevention of crime, the vast sums expended to track down criminals and bring them to justice, the number of institutions built for reformatory purposes and the vast programs for rehabilitation of wrongdoers, are facts known to everyone present here. These social evils are coeval with the history of civilization, but even after centuries of crime and the meting out of punishment, the deterrents provided by society have not succeeded in stopping or diminishing the commission of crime. In fact, it is alleged that progress in civilization seems to have worked as much for the criminal as it has for society as a whole, since modern methods of communication and transportation are valuable assets in the organization of crime. The part which newspapers, novels, detective stories, the movies, the radio and television play, falls into the same category of mixed blessings. Obviously there is need today for a new social philosophy which will focus more on the latent good in the individual rather than emphasize his evil inclinations.

I have often wondered why Robin Hood, the famous outlaw, became the hero of pageant, myth, story and play. His courage and fairness in outlawry made him the incarnation of beloved banditry, and dating from the days of the crusades the gangster idealization has come down to the present as hand-over from the romantic life of that outlaw. What a strange contradiction of values at a time and in a society where we profess to set so much premium on the dignity of the individual!

What effective measures can society take to protect itself and ensure the happiness and security of its members? What kind of civic and religious instructions can we promulgate that these evils of society might be stamped out and the abilities and capabilities of man sublimated toward constructive ends? How can we psychologically condition the minds of youth to the fact that crime does not pay and that the way of honour is the only acceptable path that leads to recognized fame and fortune? Why is the crime wave rising in our society, especially among the youth today, when so much more is being offered them than ever before in the history of mankind? Unless we can find satisfactory and practical answers to these questions, we may be labouring in vain.

Statistics are appalling, but it is startling to realize that in almost every corner of the world today a picture of the reckless and daring gangster is being engraved in the idealizing mind of the youngsters who, for the love of adventure and curiosity, begin to imitate these traits. Will the criminal or the Police win out in the end? Discouraging as this may sound, we know that organized Police today have greater opportunities to combat professional crime, although a lot of this will be up to the attitude of the public.

We may wonder whether to paint the criminal in his real light in the newspapers, to destroy his glamour in motion pictures, or to revise the story of Robin Hood, the debunking of the modern imaginary concept of the criminal. This may be a step forward, but more personal interest in and emphasis on family life and the rearing of children, insistence by parents and guardians upon the moral and spiritual values rather than the material; corrective measures by parents, institutions of learning and

other organizations that have to do with the training and alluring of children during their formative and adolescent years, will be and should be the major step toward ridding society of the cankerous sore of crime.

In addition to these, since example is better than precept, parents, guardians, teachers, and Sunday School Officers should by their conduct, so win the admiration and respect of the children and youth, that their tendency will be toward emulating the virtuous qualities in parents, teachers and guardians rather than being diverted to delinquency.

It is our hope that in Liberia under the stimulus and guidance provided by the National Youth Organization, the programme at Boys' Town in Schiefflin, the Boy Scouts, the Girl Guides, the YMCA, YWCA, the Sunday Schools, Bible classes, civic programmes and other institutions and programmes contemplated to capture the imagination of the young and turn their energies and abilities **into** creativity and usefulness, this mounting crime wave will be diminished and prevented.

I congratulate the United Nations Economic Commission for Africa under whose auspices this conference is being sponsored and hope that the results achieved here will be fully implemented in time. The Liberian Government and people will do all within their power toward resolving the iniquities of this important social problem. Full co-operation will be given the Economic Commission for Africa and the specialized agencies of the United Nations in their endeavour to reform, revitalize and draw out the good that is in youth. We shall endeavour to uproot, by every reasonable and legal method that may be practicable, the causes of this evil and end the plague that besets the youth of this age - this dreadful plague which, growing out of the ruthless, irresponsible commercialization of means and media of communication, transportation, entertainment and unprincipled social practices causes them to be lost in the abyss of evil communication and contacts so prevalent in the world today, and which tends to corrupt good morals.

May God prosper the work of your hands for the redemption of the youth of the world.

ANNEX VI

STATEMENT ON BEHALF OF THE EXECUTIVE SECRETARY
OF THE ECONOMIC COMMISSION FOR AFRICA

by

MR. J. RIBY-WILLIAMS, CHIEF, SOCIAL DEVELOPMENT SECTION

Mr. President, Your Excellencies, Hon. Ministers, distinguished Experts, Ladies and Gentlemen, I welcome this opportunity to express the appreciation of the Secretariat of the Economic Commission for Africa and of this Expert Group Meeting to the President of the Republic of Liberia, Dr. William Tubman. Mr. President, by your graciously consenting to be here with us to perform the opening ceremony, to welcome the participants to the hospitality of the Government of the Republic of Liberia, and to launch this African international Group Meeting, you have indeed reinforced our determination to grapple with the big task ahead of us.

We have all been moved by Your Excellency's warm welcome and inspiring address and it now remains for us to assure you, by our deliberations, that your earnest hopes for this Meeting have been properly placed.

The Executive Secretary of the Economic Commission for Africa, whom I represent here, would like me to express his gratitude to you, Sir, and to the Government of the Republic of Liberia, both for the Government's ready acceptance to act as host to this Meeting and for the most generous provision of host facilities and arrangements which have been made.

It is the particular wish of the Executive Secretary that I extend his very good wishes and gratefulness to the representative of the World Health Organization, UNESCO and of UNICEF, as well as to the representatives of the other International Agencies who have accepted his invitation to give technical support to this Meeting. Our particular thanks go to the Resident Representative of the United Nations Technical Assistance Board and Director of the Special Fund Programmes, who has assisted us, by his liaison with the Government of the Republic of Liberia, to arrange this Meeting.

Although this Meeting which has been officially opened by the President is the first of its kind ever held by the United Nations in the Africa region, yet for the past two decades the problem of prevention and treatment of juvenile delinquency has received constant attention from the United Nations Organization. Various studies and meetings have been arranged on inter-regional and on regional basis, to examine the problem and to provide the necessary assistance and guidance to national governments to develop adequate machinery and measures for combating the problem.

These studies and surveys have shown that in those countries of the world which have attained marked economic prosperity and technological advancement, the incidence of juvenile delinquency has tended to be significantly higher than in the newly developing countries. This statement of fact, rather than make us complacent, should serve as an immediate challenge and warning to us to set our homes in order while we yet have the opportunity and the conditions to do so.

We all know that in Africa, to-day, the most distinctive feature of life is the rapidity of political, technological and economic development; and that this current revolutionary force which appears to be very fast gathering momentum in most parts of our region is bound to make a profound impact on the social structure of our African society.

We witness the way in which towns and cities are springing up almost overnight - how peasant farming is rapidly giving way to large-scale methods of agriculture, how advanced mechanization and technological processes are being introduced in parts of our countries that only a few years ago were not even on money economy. And, already, we find, particularly in the big towns and cities, that our traditional African family relations are ceasing to operate with the same binding force as they did a few years back, in providing welfare and security for the family and the problems of child care and supervision, of vagrancy, of unemployment and lack of purpose among our youth are fast beginning to direct the attention of our various governments. Faced with this general social trend, many African governments have already

endeavoured to put into operation programmes of rural and urban youth, which are designed to solve the problems of transition in rural life and of unemployment and proper direction for agricultural and other national development. But in many of our countries the pace of change and of development may be occurring so fast that our national governments have very little or no time at present to give due weight to the social and human consequences of technological and other changes or to make effective use of the available knowledge of human behaviour to anticipate the trends.

A serious analysis of the social and demographic statistics available from our countries has confirmed the general belief that among the most pressing problems facing the African countries to-day is what to do with that significant percentage of our young populations, between the ages of 11 to 21, who are currently passing through childhood life into manhood, but with little or no education, with poor health foundation with practically little or no training whatsoever (either under our traditional systems which are fast crumbling down or under contemporary systems) and with practically no purposeful preparation for adulthood and national life. This is our big challenge.

The theme selected for examination of the Expert Group, which is the Development of National Programmes for the Prevention of Juvenile Delinquency and the Treatment of Young Offenders, is of particular importance to our African countries at this time. It is of great importance to the Economic Commission for Africa under whose primary auspices this first regional meeting on the problem has been arranged that, in this period of very rapid change in our region, the social implications of accelerated economic development should be clearly recognized; and that due and early steps should be taken both to alleviate the strains and stresses placed on our society and to develop programmes of social development designed to habilitate the future citizens of the African society in an integrated and purposeful living. Our main purpose at this meeting, therefore, is to strive to create an awareness among our African countries to some of the major implications of the rapid social change currently taking place in the region; and to undertake an objective examination of the problem which confront the

African national governments in the development and administration of their national programmes for the prevention of juvenile delinquency and for the proper integration of the youth in the society.

It is the fervent hope of the Executive Secretary that out of this meeting will emerge an objective assessment of the problem of juvenile delinquency in Africa as well as positive suggestions on how our national governments can be assisted to cope with it. The deliberations of this Expert Group will be of help not only to our African countries in the planning and implementation of national programmes of social development, but will also be of great interest to the next United Nations World Congress which is scheduled to meet in Stockholm next year, on the same problem.

It is also the wish of the Executive Secretary that based on the examination of the facts and problems, this meeting will be in a position to suggest ways and means by which the Economic Commission for Africa can best serve the region in this particular field of work. In this connection, the Sixth Session of the Economic Commission for Africa, which met in Addis Ababa six months ago, tabled and passed a resolution which stresses the importance of studies into the extent of crime and juvenile delinquency in Africa and requests the Executive Secretary to undertake studies and assist African countries in the planning and organization of the programmes of Social Defence. In response to this resolution, the Secretariat of the Economic Commission for Africa has included in its programme of work for 1964-1965 a number of projects in the social defence field. Apart from this Meeting, the Secretariat of the Economic Commission for Africa, in collaboration with the Cairo National Centre of Social and Criminological research is organizing a training course for officers in charge of institutional treatment for juvenile offenders in 14 African countries, in September and October this year. The Secretariat is also in the process of building up an advisory service which will be placed at the disposal of national governments of the region.

The members of this Expert Group are very much equipped with the experience and knowledge of their respective African conditions and they also truly represent the various fields of the problems. They include High Court Judges; Directors and top Administrators of national programmes of juvenile delinquency, of Social Welfare and of Ministries of Justice; and technical experts in the fields of crime prevention and treatment of offenders. And we can hardly hope to produce a better qualified team to consider the problem.

In conclusion, Mr. President, I should wish to reciprocate your very good wishes for the success of this meeting and, to assure your Government that it is our intention to utilize to the maximum extent the excellent facilities which have so generously been placed at our disposal to assist us in our deliberations.

Thank you very much.

ANNEX VII

STATEMENT BY MR. EDWARD GALWAY
CHIEF, SECTION OF SOCIAL DEFENCE
EUROPEAN OFFICE OF THE UNITED NATIONS

Mr. President, Your Excellencies, distinguished experts, Ladies and Gentlemen. It is a great honour and pleasure for me, on behalf of my colleagues at United Nations Headquarters, and in the name of the Secretary-General, to associate myself with the expressions of appreciations just voiced by Mr. Riby-Williams for the great cordiality of the Government of Liberia in inviting this expert group on Social Defence to meet in Monrovia. My own observations here of the manifestations of generosity and thoughtfulness by our hosts have been further substantiated by the accounts received from my colleagues of the Economic Commission for Africa who, for months now, have carried the heavy and difficult burden of organizing the many phases of this UN meeting.

The cordiality of the Liberian Government is epitomized by the fact that you, Your Excellency, Mr. President, have honoured us by inaugurating the meeting yourself. This gesture, along with the profound wisdom you have expressed, will surely inspire the meeting to approach its task with dedication and a determination to advance knowledge and policy concerning this baffling and distressing problem.

In a rapidly changing world in which new problems emerge, some to be solved by simple and rapid methods, others to grow in size and intensity, juvenile delinquency and adult criminality are almost universally recognized as harsh and burdensome problems, difficult of solution. It is also recognized that many of the benefits of economic development could be undermined to a significant degree by markedly increased rates of criminality since the evidence indicates that economic development will be accompanied by increased criminality unless effective measures are adopted at a sufficiently early stage.

Criminality can be an extremely costly burden upon any country, directly through the resources of the State that must be expended in

maintaining a comprehensive programme for apprehending and dealing with offenders and indirectly, through the dissipation of resources, human and material, by criminal behaviour. No country ignores its criminality but many countries, by taking insufficient or inappropriate measures, compound their problems and thereby increase the burden upon the State stemming from criminality.

It can be demonstrated, historically, that in eras of rapid social change, the rate of social breakdown, markedly including criminality, has been almost invariably high. With countries today, especially the new emerging ones, undergoing social change at an unprecedented rate, it is necessary to anticipate high rates of criminality unless sound measures of prevention and control are instituted in a timely manner.

Few countries, and least of all the newly emerging countries, can afford to tolerate a high rate of criminality along with the heavy social and economic burden they impose. It is now widely agreed that increased criminality need not be an inevitable consequence of social change accompanying economic development. Indeed, it is perceived that both social change and economic development, under proper circumstances and control, may even contribute to a decrease in criminality. However, this will not be achieved by an isolated and fragmentary approach to criminality and its control. Programmes for the prevention and control of criminality, based on scientific knowledge and drawn up by persons possessing special competence in this field must form an integral point of a co-ordinated framework for national, social and economic planning.

Successful policies and programmes for the prevention of crime and the treatment of offenders are yet to be established with precision. Much more knowledge is required about the factors conducive to delinquency and the effective measures to prevent and control it. Even countries that have devoted themselves to such questions for many years are still far from having attained satisfactory solutions with respect to their own situations, and the success of these improved methods may even be more limited when applied to other countries, particularly those with grossly different traditions, expectations and social outlooks.

Therefore, it is unsuitable and unwise for the newly developing countries to adopt unquestioningly the methods evolved in the economically developed countries.

It is in this context that the United Nations looks with so much hope to the work of this first United Nations African Expert Meeting in the Social Defence field. And it is proper, too, that in this first meeting the focus should be on juvenile delinquency and its prevention since the roots of criminality are deep and the first line of defence against criminality is to be established in those broad areas which provide breeding ground for crime.

The work of the United Nations in the field of the prevention of crime and the treatment of offenders, which has formed part of the Organization's activities within the social field ever since the creation of the United Nations, has increasingly concerned itself with prevention. Indeed "Prevention of Crime" will be the theme of a world wide congress the United Nations will convene one year from now in Stockholm, Sweden, and the fruits of this meeting here will be utilized in focussing the discussions at that assembly of some 1,200 specialists on the major issues to be faced to-day. A somewhat comparable meeting was sponsored by United Nations for Latin American experts last year, and earlier this year, for Asian experts. A similar meeting for the Arab States will take place later this year.

Time does not permit me to describe fully the various approaches of the United Nations in assisting in the development of knowledge and practice in this field. In addition to specialized meetings such as just referred to, the Organization has issued a series of publications imparting information on trends and innovations for the possible guidance of Governments and individual specialists seeking it. It has elaborated Standard Minimum Rules. It provides direct technical assistance to requesting Governments in the form of fellowships and expert consultant services. Sometimes it is called upon to give guidance on particularly delicate questions, as was recently the case when the General Assembly

of the United Nations called for a special report on the question of Capital Punishment in member States. May I say, as something of an aside, that the Secretary-General convened a group of eight internationally chosen experts to assess the basic survey prepared on this matter and that the distinguished rapporteur of that group was Mr. Edward Moore, then Assistant Attorney General and now Under Secretary of State of Liberia. We are very grateful to him and his Government for his services and for the report which has now been transmitted to all Governments for their guidance.

To revert particularly to the meeting inaugurated to-day, let us take courage from the fact that the hour is yet early, that severe and widespread problems of juvenile delinquency do not bedevil countries of Africa as they do in many other countries of the world. May this blessed fact not lead to complaisance! On the contrary, may it lead to concerted effort now to understand the situation fully and to adopt measures necessary to assure that this happy circumstance will continue to prevail.