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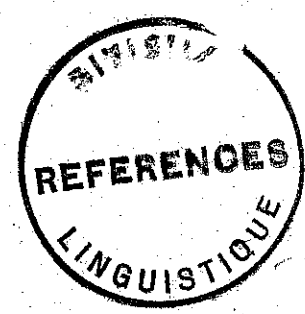
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ECONOMIC COMMISSION FOR AFRICA

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REPORT OF THE AFRICAN CONFERENCE OF DIRECTORS OF
CENTRAL PERSONNEL AGENCIES OR CIVIL SERVICE
COMMISSIONS AND DIRECTORS OF PUBLIC
ADMINISTRATION INSTITUTES

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CHAPTER I

SUMMARY OF DISCUSSIONS

1. The African conference of directors of central personnel agencies or civil service commissions and public administration institutes took place in Africa Hall from 18 to 29 May 1964. Its principal aim was the working out of a common policy designed to meet present and future needs, which could be adopted and followed by African governments in the field of public administration. The present report consists of a blueprint for African governments regarding steps that may be taken to strengthen their civil services and training facilities and for the Economic Commission it outlines what action should be taken to help meet the most urgent administrative needs. The Commission's future work programmes and general policy concerning assistance to the countries of Africa should reflect the indications contained in this report.

2. Thirty African countries sent participants to the conference: four countries from outside Africa were represented as well as seven international organizations.^{1/} In all seventy persons participated whose interest and experience assured a wide coverage of the subjects that came up for discussion.

3. The method followed was to present and discuss a number of technical papers prepared by outstanding experts in different fields either early in the plenary sessions or in the meetings of the two committees that followed. The reports of the committees were then submitted to a thorough discussion and were approved later in plenary session. In this way the problems of the civil service and those of training were reviewed by the whole assembly and one of the objectives of the conference, namely the working out of a common policy for both civil service and training, was thus reached.

4. The subject was introduced by a paper prepared by the secretariat of the Economic Commission for Africa (E/CN.14/UAP/19). The following

^{1/} The list of participants is given in Annex II.

papers were then presented early in the conference: "Correlation between civil service problems in Africa, recruitment and training - Assessment of Needs" (E/CN.14/UAP/20) by M. Paul Schillings, Director of the International Institute of Administrative Sciences, Brussels; "Problems of personnel management and private firms in Africa" (E/CN.14/UAP/21) by Mr. Donald Nylen of the Ford Foundation; "Summary of a report of a conference of directors of institutes of public administration in the Commonwealth" (E/CN.14/UAP/22) by Mr. Raymond Nottage, Director of the Royal Institute of Public Administration; "Present position of the Civil service and administrative training in Africa in the light of recent conferences in the French-speaking countries" (E/CN.14/UAP/23) by M. François Gazier, Director of the National School of Administration, Paris, "Aims and functions of public administration institutes and some problems of technical assistance in this field" (E/CN.14/UAP/28) prepared by the Division for Public Administration, United Nations Headquarters; "A career service applicable to developing countries of Africa" (E/CN.14/UAP/26) prepared by M. Marceau Long, Director-General of the Civil Service, Paris.

5. The following papers were presented and discussed in one of the two committees organized to deal with the technical aspects of the civil service and of training: "The role of universities in organizing advanced training courses in the field of public administration" (E/CN.14/UAP/25) prepared by a representative of UNESCO; "The training of clerical and secretarial staff in Africa" (E/CN.14/UAP/27), prepared by a representative of the ILO. In addition, working papers were submitted by the ILO concerning the policies and programmes of the ILO on training of labour officials and conditions of work of civil servants. Also a number of papers dealing with the conditions of civil service and training facilities were submitted as country papers by some African countries.

6. The discussion that arose from these papers was stimulating and interesting. Different functional, geographical and cultural viewpoints were expressed which had the effect of stressing the fact that countries

that have inherited one or another system of administration must find solutions to their problems that are related to their traditions and conditions. The differences however were less important than the similarities, as the objectives were generally the same even though the starting points may vary as well as the methods followed to reach common objectives. By bringing together the directors of central personnel agencies and public administration institutes or schools, and persons from different culture and traditional backgrounds at one conference where problems were discussed in common, the problems of one became the problems of all and therefore a better understanding was reached which should go a long way toward finding a common solution to the urgent administrative problems of African governments.

7. The role attributed to the civil service would determine not only its structure and its importance in the administration but also the methods followed, and more important still, what kind of approach is most suitable for the problems of the civil service which would determine in the final analysis what solutions are to be effected. The conference took note of such basic problems as the location, structure and organization of the central personnel agency, and concluded that to fulfil its mission successfully it needed as much authority as possible and sufficient powers to allow it to investigate and supervise the personnel policies of the government regarding recruitment and conditions of work of civil servants.

8. During the discussions it was made very clear that practices followed in developed countries might well provide suitable inspirations and ideas for the establishment of civil service systems and training facilities in Africa but the transplantation of ready-made systems should be viewed with great care as more often than not the basic conditions were different due to a number of causes. This applies equally to the countries of English expression and to those of French expression. Moreover the interchange of English and French systems might lead to difficulties, for instance, when one considers the emphasis given to the principle of

the cadres in the French traditional system and timing of the training or "formation" of civil servants under the French or British traditional systems.

9. Another area of discussion that emphasized the need for great attention to the study and understanding of local conditions was that concerned with civil servants and politics. There were wide divergencies of opinion on this matter which had their source in the political and social structures of the countries of origin of the participants. No attempt was made to depreciate the position of the civil servant nor to make his role more difficult by permitting him to participate in or not to participate in political activities. On the contrary, the participants in the conference were unanimously anxious to find a formula that would give the civil servant a position of respect in the community and make it possible for him to discharge his duties and responsibilities more effectively in a social framework suited to the aspirations of his particular environment.

10. On the question of technical assistance the conference took the stand that foreign assistance would be needed in Africa for some time yet to come. Suggestions were made to make this assistance more adequate, based on experience and a desire to help this cause. Reference will be made later to the proposed project designed to use Africa as a potential source of supply for technical assistance or aid.

11. The conference concluded that very decided efforts were being made in Africa toward the development of an effective civil service. The problem of training is so vast and urgent that it can only be divided into urgent and more urgent categories. If any one sector is to be selected as being perhaps of first importance it is that of the middle, clerical and secretarial grades of the civil service. This is where the greatest need exists at present and the intake and output of secondary schools will make it very difficult to meet the targets for some years to come. The need for crash programmes in this area was stressed.

12. The conference noted that there were already a large number of training institutions in Africa and in the interests of efficiency and economy it would be preferable to improve and extend the existing facilities rather than embark on a programme of new establishments. Attempts to regionalize some of them would be beneficial especially where they now serve small countries with limited resources. The Economic Commission could assist in this process by planning meetings, seminars, workshops or training courses in conjunction with the institutes of public administration or national schools of administration and thus stimulate and support their development.

13. Considerable discussion took place on the role of universities in the training of civil servants. It became evident that no standard policy could emerge from this discussion because here again it must be recognized that African countries had developed their educational systems and civil service training methods, as well as their service structures, according to the traditional systems of the former metropolitan countries and they had become attached to and familiar with these systems. Administrators, technicians and professionals are trained in accordance with different concepts in which polyvalence or specialization play more or less important roles. Collaboration between universities and training institutions cannot be overlooked as both have much to offer to the other and joint or common facilities could be established for the benefit of both. A number of reservations were however made, as differences in the objectives of both types of institutions, and also in the persons to be considered (for instance because of differences in age, outlook and experience), make them distinctive in most respects.

14. Training abroad was the object of considerable discussion. By definition this aspect of training should be made to include, perhaps as a matter of priority, training in other African countries where facilities already exist. The advantages of this definition would be to effect greater economies, foster the development of African institutions of training by providing additional financial support, and to give the

African student a type of training more closely related to his requirements than a fellowship abroad. The conference, however, did not exclude the possibility of this latter type of training but simply attempted to determine a priority.

15. Research and publications were emphasized as urgent needs. The use of manuals or guides to assist in training activities was stressed and the establishment of a clearing house or information centre was envisaged as a useful method to make available to others what was developed and successfully tried out in practice in an institute or school of public administration. A journal or newsletter would serve as a very useful tool for the exchange of information and the two ideas could very well be combined.

16. The exchange of personnel, or the creation of an African roster of personnel available for work in other countries of Africa, was the object of an extensive discussion. There was no dissenting opinion against the principle of this idea which is to promote self-help among African countries and the sharing of human resources by those who may be more fortunate in one field or another. The details of such a plan still have to be worked out but the participants at the conference thought it advisable that there should be adequate communication between the countries concerned, and careful consideration should be given to such questions as job descriptions and conditions of work to ensure the success of the personnel exchange project.

17. The following reports of the committees on civil service and on training facilities give the conclusions at which the conference arrived.

CHAPTER II

REPORT OF COMMITTEE "A"

CIVIL SERVICE

Committee "A" (Civil Service), having followed with interest the contributions of delegates of the African States and the exposés given by the experts^{1/} submits the following conclusions to be adopted by the plenary session:

1. Role of the central personnel agency (and/or civil service commission)

The Committee noted that the location, structure and organization of the central personnel agency and/or civil service commission will depend upon the role that is given to the service. This may be:

- (a) a role of policy;
- (b) a role of policy and management; or
- (c) a role of policy and supervision.

Moreover, the role will depend upon the degree of centralization or decentralization between the central personnel agency and the Ministries, or between the Departments and their regional or local branches.

The Committee noted that it would be convenient to give the central personnel agency as much authority as possible to enable it to fulfil its mission under the best possible conditions, no matter where it was to be located.

In any case, the central personnel agency should have extensive powers to investigate and supervise the civil service employment policy of the Government.

2. Organization and Methods

The organization and methods unit can be set up according to different approaches. These include:

^{1/} Ref. Working papers No.: E/CN.14/UAP/26; No. E/CN.14/UAP/23; No. E/CN.14/UAP/22; No. E/CN.14/UAP/20; No. E/CN.14/UAP/21; No. E/CN.14/UAP/24 and No. E/CN.14/UAP/27.

- (a) an extensive approach offering the organization and methods unit a practically unlimited scope covering all public and semi-governmental bodies; as well as the traditional field of action of the Treasury and Ministries for all organizational matters;
- (b) a more limited approach that would entrust to the unit problems of equipment and setting up of offices, work studies, administrative structures and procedures, electronic-accounting punch-card systems, forms, etc.

The unit should be given the authority and necessary means to enable it to accomplish its tasks efficiently.

3. Terms of recruitment

The Committee noted that recruitment for the civil service as it is practiced in developed countries cannot be entirely adopted in the African States.

The Committee recommends that recruitment be organized on the basis of merit. This can be achieved only through selective competition in accordance with the national civil service systems and structures of the African States by one or more of the following means:

- (a) competitive examinations ("concours");
- (b) selection interviews;
- (c) educational standards and achievements.

4. Civil servants and politics

The Committee considers that the political rights of a civil servant must be the same as those of the citizens of his country, and must remain within the limits of moderation and reserve necessary to the objective accomplishment of the civil servant's task and to the good operation of the public service itself.

5. Guarantees for civil servants

The Committee considered that guarantees of fair play for the civil servant lay in adopting procedures which would ensure that the civil servants associated through joint committees, with decisions affecting them.

6. Remuneration

The Committee observed disparities between remuneration of servants of the State and that of free enterprise employees and recommended that steps should be taken with a view to harmonizing salaries and standards of living between the public and private sectors.

7. Other gainful activities of Civil Servants

It was generally admitted that civil servants should not be allowed to have more than one remunerative activity at the same time. However, departures from this general rule shall be resolved according to national laws, taking into account the situation prevailing in each country.

8. Re-employment of pensioners

Same recommendations as above, mutatis mutandis.

9. Method of assessment of manpower requirements for the public service

The Committee recognized the difficulty of determining accurately future manpower needs. Generally it was felt, however, that the best method of doing this was by making use of demographic data. As to the actual mechanism, it was felt that a useful approach might be to set out in tabular form the staff required in every category, and inserting a yearly target giving figures for a fixed period, i.e. five or ten years, depending on the scope of the country's development plan. The targets shall be related to resources available or expected to be available.

10. Employment of foreign experts or technicians

Foreign experts or technicians may be secured:

- (a) under the United Nations Technical Assistance;
- (b) under bilateral programmes; and
- (c) by direct recruitment.

The following recommendation should be taken into account:

- (i) The authorities responsible for the aid shall ascertain that candidates are properly qualified in the field in which they would be employed;
- (ii) experts and technicians should have a thorough knowledge of the working language of the country to which they are assigned;
- (iii) before final appointment, they should be properly oriented to the environment of the country to which they are assigned to enable them to carry out their duties effectively. In this connexion the Committee strongly recommends that the authorities responsible for the aid should see to it that experts receive, prior to their departure from their own country (a) adequate training and (b) brochures giving detailed background information on each country of Africa;
- (iv) experts shall not be given policy-making or executive posts in sectors of the administration concerned with the sovereignty and security of the nation unless the employing governments deem it necessary.

11. Methods of organizing staff representation and consultation in public administration

- (a) The Committee, having heard the exposé of the representative of the International Labour Organisation (ILO) concerning the ILO Expert Workshop (held in Geneva from 25 November to 6 December 1963) on staff representation and consultation in public administration, noted with interest the conclusions unanimously adopted by the experts.

(b) Moreover, the Committee noted particularly the resolution inviting the Director-General to use the various means of action available to the ILO to develop its programme of work on the conditions of work and service of civil servants, and to submit to the ILO Governing Body, at a time he judges appropriate, suggestions for the convening of the joint international civil service Commission.

(c) The Committee hopes that the ILO Governing Body will be able, during its next session, to decide on the content of the resolutions unanimously adopted by the experts, and particularly on the resolution annexed thereto relating to the future work of the ILO in this field.

(d) It also expresses the hope that the collaboration existing between the United Nations and the ILO with respect to the training and professional improvement of civil servants will be increased.

12. Conclusions

Considering the urgent needs of African countries in the field of cadre training in all sectors of national life; that African countries need to call upon foreign experts to ensure the re-adaptation and development of their economic and social structures, and the solidarity existing between all African countries,

Committee "A" is unanimously of the opinion that the sole purpose of all technical co-operation must be human advancement within the framework of the campaign against under-development and that such co-operation must be free namely from any political considerations; and appeals to all African countries to direct their efforts towards the development of inter-African technical co-operation.

CHAPTER III

REPORT OF COMMITTEE "B"

ON

TRAINING FOR PUBLIC ADMINISTRATION

A. URGENCY AND NATURE OF THE PROBLEM

1. Whatever may be the differences and contrasts in background and framework brought about by dissimilarities in tradition, historical development and local circumstances, the Committee agreed that training of civil servants in Africa is a matter of urgent need and that it is necessary to adjust training to African needs through all available means and with the greatest economy. The full utilization of existing institutions for training purposes, whether universities, schools or institutes, whether independent or linked in some way can only be brought about through an imaginative and practical approach. There is no hard and fast rule to be followed in this regard but only the dictates of common sense and pragmatic thinking. The need to train personnel at all levels calls for intensification of training efforts and the maximum support from Governments.

2. One of the most serious handicaps in the developing countries, for example, is the shortage of qualified personnel for the efficient performance of middle grade, clerical and secretarial duties. This handicap is noticeable in both the public and private sectors and has hampered the establishment of efficient administration in many African States.

3. The Committee has noted that, despite the desire of every African nation to replace as quickly as possible foreign technical experts in the field of public administration training by their own nationals, little progress in this direction has been made. This is due to a shortage of adequately trained candidates, and to the fact in some countries the role of training staff is not accredited with the prestige and rank which it merits. Trainers, and in particular directors of institutes, are carrying out one of the most important tasks in present-day Africa. This fact should be acknowledged by the terms of service offered to such people.

B. THE PRESENT POSITION

4. Every nation in Africa to-day is making an effort to develop an efficient civil service. There are many ways in which this challenging task is being met. Reference to the annex in the report will reveal that the formal institutions available to train civil servants vary greatly as to numbers, size and the instruction given. They include institutes of administration which may or may not be in association with universities, departments within universities, training schools and training sections within ministries.^{1/}

5. The Committee considers it of doubtful use to try and generalize about this very wide variety. It suffices to say that much work is being done with the object of producing viable and increasingly efficient institutions. Experiments are continually being made with the syllabi, teaching methods and relationships with other institutions and agencies.

C. THE ROLE OF INSTITUTES AND SCHOOLS OF PUBLIC ADMINISTRATION

6. The Committee believes that institutes and schools of public administration have a vital role to play in the promotion of social and economic progress and the general efficiency of the Government as a whole. Coverage of fields like planning, budgetary techniques, economic research, operation of national plans, administration of public utilities and so on is quite imperative. In this way, the curricula of these institutions can be realistically geared to meet national requirements. In countries where systems of local government are being developed, the curricula should be enlarged to include training in local government. The Committee believes that separate institutes for training of local government staff should not ordinarily be encouraged. The functions of local and central government must at all stages be shown to work in a complementary way. African institutes

^{1/} A comprehensive list has been prepared by the International Institute of Administrative Sciences, 25, rue de la Charité, Brussels.

and schools of public administration should try to embrace the following roles: first, they should be concerned to promote and foster national unity; secondly, they should contribute towards the development of the nation; and thirdly, they should help in strengthening the administration by providing a sufficient number of personnel capable to man the machinery of government. In other words their role should be a dynamic and a highly imaginative one. They should make comparative studies enabling them to profit from the experiences of others; lastly, they should give proper emphasis to practical training.

D. THE ROLE OF UNIVERSITIES IN TRAINING CIVIL SERVANTS

7. In Africa the contribution made by universities in training matters is small in relation to the number of civil servants. This position is likely to change rapidly in the years ahead. The increased pace of economic development in African countries necessitates the development of strong administrations. The universities have an increasingly important role to play in this task, especially by providing a basic educational background of a polyvalent nature (law, economics, social and political sciences).

8. It is not thought possible to devise a definitive curriculum of Africa-wide application. It is, however, hoped that all institutions where public administration is taught will identify, and take steps to meet, the needs both in teaching and applied research.

E. RELATIONSHIP BETWEEN SCHOOLS, INSTITUTES AND UNIVERSITIES

9. There is no hard and fast view regarding the relationship between the the university and the school or institute of public administration, and a variety of links and joint endeavours is possible. In certain parts of Africa, universities and schools function separately due to such factors as tradition, administrative set-up and other circumstances. Institutes and schools of public administration are, of course, relatively new creations designed to meet the urgent needs of training and other aspects in the field of public administration, and to foster new techniques and attitudes in the

civil service. The Committee is of the opinion that the nature of their relationship should be determined by feasibility. Physical proximity can be of great benefit through the sharing of common resources and through contact between under-graduates, faculty members and civil servants. Also among the advantages of establishing a link are the following: pooling of resources and facilities, sharing of staff, books, etc. In other words, where several organs exist, co-ordination and collaboration should take place, not only between a university and a school or an institute, but also between all higher institutions engaged in training. Universities and schools should complement, rather than compete with each other. Schools and institutes should maintain close functional and organic relations with the university and vice-versa.

10. The Committee draws attention to the following ways in which a university may strengthen its relations with other institutions:

- (a) The presence of university representatives on governing boards;
- (b) Collaboration in preparing curricula for courses;
- (c) Co-ordination of consultative services;
- (d) The sharing of staff and facilities where appropriate;
- (e) Collaboration in the results of applied research.

F. REGIONAL AND SUB-REGIONAL ACTIVITIES INCLUDING EXCHANGE OF STAFF AND STUDENTS

11. The Committee believes that there are certain training programmes which may be organized on a sub-regional or regional basis, while there are others which should appropriately be established within the national environment. In the case of the higher administrative classes who are principally responsible for the formulation and implementation of policy, the Committee recommends that they should attend short meetings at regional level to widen experience and outlook. The same should apply to technical supervisory groups who may benefit from a similar exchange of ideas and experiences. In the case of practices in fields which are universal in

applicability, e.g., statistics and customs, these can be adequately provided on a regional or sub-regional basis. Collaboration in this respect would give rise to economy and maximum utilization of existing facilities. Nevertheless, a word of caution should be given at this juncture. It is imperative that regional or sub-regional projects should be established after the necessary survey has been made to ascertain the needs and to ensure the collaboration of the Governments concerned. However, it is essential that the approach should be as realistic as possible and that the creation of regional centres should not be made purely for its own sake. The Committee also believes that existing national institutions can play an important role by sponsoring regional programmes. The ECA, with the collaboration of such institutions, can organize specialized training at sub-regional and regional levels with the agreement of participating Governments.

12. The Committee also recommends exchange within Africa of visits among the Government officials, staff and students of African training institutions in order to promote the sharing of common experiences and ideas.

G. TRAINING ABROAD

13. The Committee thinks that instruction should be given in African institutions operating at national levels and that African students should only be sent abroad when no competent institutions to give the type of training required are available locally. In this event preference should be given to other institutions in Africa. The Committee also believes that when the question arises of sending officers abroad for training in public administration, local schools and institutes of public administration should first be consulted by Governments and their views taken into consideration. Further, these national institutions should be strengthened by all possible means to enable them to play their role effectively in the general development.

14. However, there may still remain a need, varying from country to country, for training facilities overseas at several different levels of attainment. It is necessary to take great care in choosing officers for overseas training. This should be done after close consultation with the responsible authorities, both in the home country and overseas, about the precise facilities available and the needs of each individual. If careful attention is given to these points, there are undoubtedly advantages in making use of overseas training facilities.

H. RESEARCH AND PUBLICATIONS

15. In the field of research the Committee is of the opinion that the accent should be on projects of immediate application to the needs of governments. This is partly on account of expense and partly because here lies the greatest priority. Such research would include preparation of case studies and manuals describing the organization and structure of government departments and ministries, and pamphlets and guides for use by civil servants. It is felt that at a later date African institutions might wish to consider the development of a journal or newsletter which could be a useful vehicle for instruction and communication with other institutions.

16. As a longer-term project, research divisions should encourage the production of publications. These might include comparative studies of personnel and financial systems, the preparation of books of readings on topics of national interest, and selections of official documents and administrative enactments.

I. INFORMATION CENTRE IN THE FIELD OF PUBLIC ADMINISTRATION FOR AFRICA

17. The Committee strongly believes that exchange of information and experience in public administration is of great importance to the development of all African institutions. To this end it considers that the merits of establishing an information centre are so obvious that they hardly need elaboration. The Committee noted with interest the recent establishment at

Tangier of a Centre for Administrative Training and Research. One of its aims is to serve as a documents centre for schools, universities and institutes of public administration. The Committee considers it desirable that African Governments should, in addition, have information concerning practices and procedures in the field of public administration in other African States. To this end, the Committee recommends that ECA should take steps, in consultation with other organizations working in the field of public administration, especially UNESCO, to establish and adequately staff an information centre for the African countries. The Committee hopes that the information centre will engage itself in distribution as well as in the collection of documents and will consult all African Governments, as well as the ILO and UNESCO, on its role.

J. THE FUTURE

18. The Committee hopes that it has identified the important current problems in the field of civil service training. It recognizes that training in Africa to-day is largely a matter of improvisation necessitated by the inadequacy of planned facilities at a time when the composition and structure of civil service are undergoing major changes. However, training is a process which will always be necessary. The Committee looks to the day when adequate provision will exist to prepare future civil servants for entry into the civil service; to equip them with the varying skills needed in a modern state; to offer courses designed to facilitate progress to the top and to ensure that no civil servant is lacking in expertise through deficiencies in the training programme.

ANNEX TO COMMITTEE "B" REPORT

CLERICAL AND SECRETARIAL TRAINING

Particularly with the help of the International Labour Organization and similar bodies, African Governments have established centres for training young persons in secretarial, clerical and accounting duties in order to meet the expanding requirements of their growing economy.

In some cases considerable progress has been made and advanced training programmes have been introduced as a follow-up to the initial training offered by vocational training centres for clerks and stenographers.

There is, however, much ground to be covered and the Committee feel that the slow progress of vocational training in Africa may be due to the following:

- (i) the low standards of many students in general knowledge or background subjects;
- (ii) inadequate knowledge of the language (English or French) used for work in most African countries;
- (iii) certain difficulties in placement;
- (iv) prejudice against the employment of women.

The Committee recommends the following methods for dealing with these problems.

- (i) providing further education in background subjects at vocational training schools;
- (ii) organizing courses in the effective use of the official language (English or French) used in a majority of African States;
- (iii) undertake surveys of manpower requirements and co-ordination of the activities of public and private sectors in the placing of successful candidates.

ANNEX I

AGENDA

Objectives of the Conference

It is intended that the Conference will have the following principal aims: the working out of a common policy, designed to meet present and future needs, which could be adopted and followed by African Governments in the field of public administration.

Monday 18 May

- 9.30 Registration of participants
- 10.15 (Plenary) Formal opening
- Recess
1. Election of conference officers
 2. Adoption of work programme:
 - (a) Agenda for plenary sessions
 - (b) Organization of two committees:
 - Committee A - Civil Service
 - Committee B - Training
 3. Introductory paper (E/CN.14/UAP/19) by the secretariat of the Economic Commission for Africa

Tuesday 19 May

- 9.30 4. "Correlation between civil service problems in Africa, recruitment and training - Assessment of needs" (E/CN.14/UAP/20), by M. Paul Schillings, Director of the International Institutes for Administration Sciences, Brussels.
- General discussion

14.45

5. "Problems of personnel management and training in Public organizations and private firms in Africa" (E/CN.14/UAP/21), by Mr. Donald Nylen of the Ford Foundation.

- General discussion

Wednesday 20 May

9.30

(Plenary)

6. "Summary of a report of a Conference of Directors of Institutes of Public Administration in the Commonwealth" (E/CN.14/UAP/22), by Mr. Raymond Nottage, Director of the Royal Institute of Public Administration, London.

- General discussion

14.45

7. "Present position of the civil service and administrative training in Africa in the light of recent conferences in the French-speaking countries" (E/CN.14/UAP/23), by M. François Gazier, Directeur de l'Ecole nationale d'administration, Paris.

- General discussion

Thursday 21 May

9.30

(Plenary)

8. "Aims and functions of public administration institutes and some problems of technical assistance in this field" (E/CN.14/UAP/28), by the Division of Public Administration, United Nations Headquarters, New York.

- General discussion

14.45

(Plenary)

9. Panel discussion on African policies and trends concerning civil service and training matters. It is intended that the discussion will focus attention on:

- (a) The functions of central personnel agencies
- (b) Improvement of personnel management techniques
- (c) Improvement of training techniques
- (d) Determination of training needs
- (e) The use of foreign technicians
- (f) The use of African technicians

Friday 22 May

9.30

10. Continuation of panel discussion

14.45

11. First meetings of Committees A and B (concurrently)

Committee ACommittee B

CIVIL SERVICE

TRAINING FOR PUBLIC ADMINISTRATION

Employee welfare and conditions of work in the African civil services. Discussion lead by ILO representative

"The role of universities in organizing advanced training courses in the field of public administration" (E/CN.14/UAP/25), by a representative of UNESCO who will act as discussion leader.

Saturday 23 May

9.30

12. Second meetings of Committee A and B (concurrently)

Committee ACommittee B

CIVIL SERVICE

TRAINING FOR PUBLIC ADMINISTRATION

"Civil service methods and procedures in personnel administration" (E/CN.14/UAP/26), by Mr. Marceau Long, Directeur général de la fonction publique, will act as discussion leader.

"The training of clerical and secretarial staff in Africa" (E/CN.14/UAP/27), by a representative of The ILO who will act as discussion leader.

- General discussion

- General discussion

Monday 25 May

9.30

13. Third meetings of Committees A and B (concurrently)

Committee ACommittee B

Methods of assessment of manpower requirements for the public service (a) in terms of current years (b) for future years.

Discussion of development of a common training programme or basic syllabus for use in public administration institutes in Africa, on national, regional and sub-regional basis.

14.45

14. Fourth meetings of Committees A and B (concurrently)

Committee ACommittee B

Discussion on (a) organization of central personnel agencies and their relation to personnel offices at the ministerial level, (b) employees associations, (c) other related aspects.

Discussion on (a) meeting the need for documentation, textbooks, manuals, guides, etc. to be used by public administration institutes, and on the use of case studies and group discussion; (b) initiation of a plan of action to secure a general expansion of civil service training facilities in Africa and the need for external support to supplement local resources.

Tuesday 26 May

9.30 15. Fifth meetings of Committees A and B (concurrently)

14.45 16. Sixth meetings of Committees A and B (concurrently)

Wednesday 27 May

9.30 17. Seventh meetings of Committee A and B (concurrently) for final drafting of reports.

14.45 18. Consideration of:

(Plenary)

(a) The establishment of a clearing house for collection and dissemination of information including case studies and research; the designation of country correspondents and publication of newsletters.

(b) Agreement on forms of technical assistance best suited to present and future needs.

(c) The establishment of a roster of personnel available in Africa for administrative positions.

Thursday 28 May

9.30 19. Presentation and adoption of report of Committee A

(Plenary)

14.45 20. Presentation and adoption of report of Committee B

Friday 29 May

9.30 21. Conclusions and recommendations

(Plenary)

14.45 22. Closing session.

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Annex II

Annexe II

ANNEX II

ANNEXE II

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LISTE DES PARTICIPANTS

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ANNEX III

OPENING ADDRESS BY HIS EXCELLENCY ATO MAMMO TADDESE
MINISTER OF STATE IN THE PRIME MINISTER'S OFFICE
AND HIGH COMMISSIONER OF THE IMPERIAL
ETHIOPIAN CENTRAL PERSONNEL AGENCY

ADDIS ABABA 18 MAY 1964

It is with great pleasure that, on behalf of my country and my August Sovereign, Emperor Haile Selassie 1st, I bid each one of you today a very sincere welcome to Addis Ababa. This is the first African Conference of the Directors of Central Personnel Agencies and Institutes of Public Administration, and we are fortunate to have with us here so many delegates of African Governments as well as distinguished friends from other continents who have come to lend us the benefit of their experience. We are honored to have you here, and we hope that your stay in Ethiopia will be pleasant as well as profitable.

That it will be profitable, I have no doubt. In the field of public personnel administration and training, as in other fields, we have common problems; and in this, as in other fields, we can best approach our problems by mutual consultation and friendly co-operation.

You may note that I have said "approach our problems" - not "solve our problems". It would be a mistake, I think, to attempt at a conference of this kind to find a ready-made and universally applicable system which will put an end to our problems; to make such an attempt would be only to delude ourselves. We are not seeking the philosopher's stone; rather we are searching for insight and knowledge which comes from the sharing of experience and ideas.

It is to be hoped that each one of us, returning to our own country, will be able better to use and apply the insights developed and the ideas acquired at this Conference to improve the public services of our own country.

We should concern ourselves, then, with the difficult but possible task of improving our public personnel administration, rather than with the impossible task of solving miraculously all our problems in this field. We have at this meeting, from other continents, representatives of several countries who have had long, and by now distinguished, experience in this area. And yet, I am sure that these representatives would be the first to tell you that their countries have not completely and finally solved these problems.

The country which believes its problems are solved is in a bad way - for in that case, either its problems are in fact only beginning or not appreciated, or all its problems have grown to the point where there is, in fact, no permanent solution to them.

But to say that there are few, if any, permanent solutions to the problems of the public service is not to preach a gospel of despair. It is true of public administration, as of life generally, that very often the choice we must make among possible alternatives is not between the right and perfect choice on the one hand, and wrong and imperfect choices on the other; very often we must choose, among several imperfect alternatives, that imperfect alternative which will most nearly satisfy our needs. It has been well said that "politics is the art of the possible". The same thing may be said of public administration, which is, after all, the practical application of political decisions.

What is possible in each of our several countries is conditioned by many things: by national history, institutions, and attitudes; by political realities; by the educational level of the people; by the spectre of redundancy of personnel occasioned by improvement; by the availability - or very frequently, the non-availability - of funds; and by many other factors.

In seeking ways to improve the public service in each of our countries, we cannot ignore these conditioning factors. We must consider them, and pay them such respect as they merit or as practical circumstances may require; sometimes we must fit our desired improvements into the framework of these conditioning factors.

At the same time, we must beware of surrendering lamely to conditions which seem to stand in the way of needed improvement in the public service. We cannot abolish the past if we would, and should not attempt to do so; but our past must be to us an inspiration and a promise, not a dead hand laid upon our future.

Often we may feel that sufficient funds are not available for needed improvements in the public service; certainly we should be careful in the use of public money - but where we are convinced that the cost of needed improvements will be repaid many times over in governmental economy and efficiency, then we must resolve that sufficient funds must and can be procured, and set our minds and efforts to procuring them.

In some cases, we may feel the possibilities of improving the public service are limited by lack of sufficiently educated personnel; the answer to that is not helplessness - but education.

Improvement in the public services should indeed reduce the number of employees required to perform a given function - but the answer to the problem of redundancy is not to forego improvement but rather to reduce the intake of new employees and re-deploy surplus employees to new tasks and services.

We may sometimes feel that the political leaders and the citizens of our countries do not understand our objectives and methods in relation to the improvement of the public service; but if these objectives and methods are right we must not renounce them but present them and explain them to our political leaders and our citizens in such a way that they will approve and lend their support. For they, quite as much as the public administrator, are concerned with an effective public service; and the public service can be effective only through enlisting the support, and the talents of all elements of the community.

Among the major tasks facing public administration in Africa at the present time are the setting of standards and norms suitable to the needs and aspirations of the African peoples, and the training of public officials to understand and to live up to those standards and norms. It is the primary duty of CPA's to set such standards and enforce them; it is the task of Institutes of Public Administration to ensure that they are understood and followed by members of the public service.

We have a big task before us, but one which is well worth performing, which indeed must be performed - for we must have in each of our countries a well-selected, well-trained, efficient and dedicated corps of public servants if we are to achieve the economic and social improvements for which all of us are striving. It is a difficult task but not an impossible one, and if we throw ourselves whole-heartedly into carrying it out, we shall succeed. Yiknatchu! - which in our Amharic language means: Success!

OPENING ADDRESS BY MR. ARTHUR F. EWING, OFFICER-IN-CHARGE

OF THE ECONOMIC COMMISSION FOR AFRICA

MONDAY 18 MAY 1964 AT APPROXIMATELY 10.00 A.M.

Gentlemen,

I have the honour to extend, on behalf of the Executive Secretary of the Economic Commission for Africa, Mr. Robert K.A. Gardiner, a warm welcome to all the participants and observers to this Conference. Mr. Gardiner has been intimately connected with the planning and preparations for this meeting and he very much regrets that urgent and pressing business has called him away at this time.

He asked me particularly to express his sincere thanks to the Imperial Government of Ethiopia for its hospitality and efficient co-operation in making the necessary arrangements for the Conference.

This meeting, arranged in accordance with the programme of work and priorities adopted at the Commission's sixth session, is a consequence of the Seminar on Urgent Administrative Problems of African Governments held in this Hall in October 1962. Since that seminar took place a Division of Public Administration has been established within the secretariat of the Commission and it is seeking ways and means to adapt its service to the needs of African Governments. We therefore invite your suggestions and collaboration in helping us design a programme of action in the twin fields of civil service administration and training, which everyone knows are the fundamental pivots of public administration. Examples of the collaboration we are seeking are the completion of the inventory of training resources in Africa as the starting point of a really effective programme. Also we feel there should be a greater flow of information circulating among African Governments on the subject of public administration. Thus, advice and suggestions regarding the establishment of a clearing house in the Economic Commission for Africa and eventually the feeding of information to the clearing house are matters to which we hope you will give your attention.

You will note that we propose two committees, one on civil service matters and one on training. This is proposed for the purpose of giving ample scope to the discussion of the technical aspects of both subjects. We do not feel, however, that the committees should consider their relative subject matters in watertight compartments as this would defeat the overall aims of the conference, which are to stimulate co-ordination between training and civil service administration.

The subject matter before you will be introduced by Mr. E.P. Laberge, Director of the Division of Public Administration, who will act as the representative of the Executive Secretary from now on at your working sessions. Several papers prepared by outstanding experts in public administration will be presented in the course of this meeting. The Commission is indeed grateful for the work performed by those persons and to their institutions for making it possible for them to do so.

It is for the Commission a matter of great satisfaction to see gathered here today such a large number of participants from African countries and from countries and institutions providing technical assistance in the field of public administration, including the specialized agencies of the United Nations. May I conclude by expressing the hope that this meeting will prove to be a successful one and that your stay in Addis Ababa will be both interesting and enjoyable.

List of In-Service Training Facilities in Africa

| Country | Name of Institution | When organized | Students admitted | Courses | Remarks |
|----------------------|--|----------------|--|---|---|
| Algeria | 1. Institute of Political Studies | - | 60 students | Administration, Sciences and Research into Administrative Structures | |
| | 2. Training Courses, Categories "B" and "C" | - | Middle-grade civil servants, clerks | | |
| | 3. Training Centre, Algiers | - | Pre-entry training for cadets | | To be re-opened |
| | 4. Training Centre, Oran | - | Pre-entry training for cadets | | " " |
| | 5. Training Centre, Costantine | - | Pre-entry training for cadets | - | " " |
| | 6. National School of Administration | Nov. 1963 | - | - | - |
| Cameroun | National School of Administration | 1960 | 1. University graduates 2. Civil servants with several years of experiences | 3-Year Course | Lectures are supplemented by practical studies and on-the-spot training. Specialization in economics and finance takes place in the second and third years. |
| Central African Rep. | National School of Administration | - | - | - | - |
| Congo (Brazzaville) | National School of Administration | - | - | - | - |
| Congo (Leopoldville) | National School of Law and Administration | Dec. 1960 | 5th year secondary school certificate | Normally courses last 4 years. Three sections: Magistrates; general administrative and social affairs; economics and finance. Special and short courses intended to refresh civil servants are also organized periodically. | Examinations are compulsory and a diploma is awarded, which is the first step in entering the civil service. |
| Ivory Coast | 1. National School of Administration | 1959 | - | - | - |
| | 2. African Institute for Economic and Social Development | 1962 | Middle and senior levels | Short-term courses | Training of public and private sectors |
| Dahomey | National School of Administration | Projected | - | - | - |
| Gabon | National School of Administration | 1962 | - | - | - |
| Guinea | National School of Administration | 1959 | - | - | - |
| Upper Volta | National School of Administration | - | Middle levels | - | - |
| Madagascar | National School of Administration | - | Senior civil servants | 2-year courses for pre-entry and short courses | Will eventually devote entire attention to intermediate levels |
| | National School of Administration | 1958 | Middle and advanced grades | Courses are given in general | Field work is also part of the curriculum |

| Country | Name of institution | When organized | Students admitted | Courses | Remarks |
|------------|---|---------------------|---|---|---|
| Morocco | National School of Administration | 1948 | 50-50% civil servants and students with certificate of education (1 year short of secondary school diploma) | - | - |
| Mauritania | National School of Administration | Projected | - | - | - |
| Niger | National School of Administration | 1963 | Recruitment is made by competitive examination for intermediate grades of the civil service | Courses are organized for the training of the following categories: general administration, fiscal administration, the judiciary customs, post and communications, police, foreign affairs, secretariat | The school anticipates training in the future for the private sector |
| Rwanda | National School of Administration | 1959 | - | - | The school provides for accelerated training of administrative personnel and the judiciary |
| Senegal | National School of Administration (ENAS) | 1960 | Recruitment is limited to superior levels requiring a licentiate degree and by competitive examination | Public administration, economics, administrative law, etc. | The school trains administrative and diplomatic personnel |
| Chad | National School of Administration | 1963 | - | - | - |
| Togo | National School of Administration | 1958 | Junior and middle levels | 2-year courses for administrative officers since 1959 | - |
| Tunisia | National School of Administration | Re-opened Oct. 1963 | 50-50% civil servants and university students | Advanced courses for senior civil servants, evening and correspondence courses | The output for Category "A" was: 1957-25; 1958-20; 1959-11; 1960-13; 1961-14 |
| EACSO | Administrative Staff College | Projected | - | - | - |
| Ethiopia | Imperial Ethiopian Institute of Public Administration | 1956 | Middle and senior levels | Short courses for specific purposes | Advisory services are also given to Ministries on request |
| Ghana | Institute of Public Administration | 1961 | Recruits to or post-entry students of the administrative class | 10-month courses designed to impart administration knowledge and skills | The Institute will accept non-Ghanian students - Close attention is given to practical work |
| Kenya | Kenya Institute of Public Administration | Jan. 1952 | Middle and higher grades | 1. Advanced P.A. courses 2. Executive courses 3. Courses in supervision 4. Accounts courses 5. Community Development 6. Training Centre (courses ranging from 3 weeks to 2 years) | Courses include practical work. Originally organized to serve all of East Africa; it is now limited to Kenya, Tanganyika and Zanzibar |
| Libya | Training Centre | Jan. 1957 | Pre-entry of junior civil servants and short courses for middle level officers | - | - |

| Country | Name of institution | When organized | Students admitted | Courses | Remarks |
|-------------------|--|----------------|---|--|---|
| Nigeria | 1. Institute of Administration, Zaria | 1946 | Up to administrative level | 6-month to 1-year courses | Advanced training courses are contemplated |
| | 2. Civil Service Training Centre, Ibadan | - | - | - | - |
| | 3. Staff Training Centre, Kaduna | - | - | - | - |
| | 4. Eastern Institute of Administration and Local Government, Enugu | Oct. 1960 | - | - | - |
| | 5. Federal Training Centre | - | - | - | - |
| | 6. Institute of Public Administration at the University of Ife, Ibadan | - | - | - | - |
| Malawi | 1. School of Local Administration and Social Development BLANTYRE | 1952 | - | - | - |
| | 2. Institute of Public Administration, Zomba | - | - | - | - |
| Sierra Leone | Civil Service Training College | Nov. 1962 | All levels | - | - |
| Somalia | Institute of Public Administration | Projected | - | - | - |
| Southern Rhodesia | Government Training Centre | 1960 | All levels but mostly middle and junior grades | Short courses for specific purposes and promotion programmes | Also promotes on-the-job training |
| Sudan | Institute of Public Administration | 1960 | 1. Courses for all levels 2. Workshops for executives | - | It also offers advisory services to Ministries on request |
| Tanganyika | 1. Civil Service Training Centre, Mzumbe | - | Middle and junior grades of local government personnel | - | - |
| | 2. Civil Service Training Centre, Dar-es-Salaam | 1963 | Middle and junior grades of Central government personnel | - | - |
| Uganda | 1. The Department of Political Science and Public Administration, Makerere University College, Kampala | | Top cadre civil servants in Ministries from Assistant to Permanent Secretary level. | 3 days to 3 months | The Uganda Government is currently considering plans to regroup these activities possibly within a new Institute of Administration. |
| | 2. Nakawa Training Centre, Kampala | | Executive and finance officers, clerks and stenographers of Central Government. | 1-12 months | Ditto |
| | 3. Nsamizi Training Centre, Entebbe | | Administrative, financial and law officers of urban authorities, District administrations and Kingdom Governments. Non-official members of Councils and Boards. | 2-39 weeks | Ditto |
| | | | Induction courses for newly graduated administrative officers of central government. | | Ditto |
| | | | Brief external courses are also offered by peripatetic training teams. | 3 days | Ditto |