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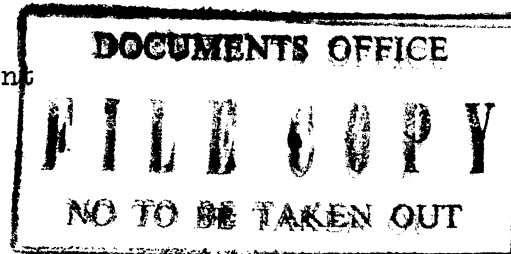
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THE ORIENTATION OF LOCAL GOVERNMENT TRAINING IN  
AFRICA TO MEET ECONOMIC AND SOCIAL CHANGES  
IN THE DEVELOPING COUNTRIES

(Introductory Paper by the secretariat)

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## INTRODUCTION

1. The case for local government in Africa, in terms appropriate to the 1960's, was well put at the Cambridge Summer Conference of 1961<sup>1/</sup> as follows:

- (a) Local government is the best means of promoting unity. At every point it is opposed to separatism and to exclusiveness of any kind, whether of racial, tribal, religious or other origin. By stressing the unity of the State, it counteracts any pull to turn local authorities into tribal governments.
- (b) Where administration is not intensive, something has to fill the vacuum when a colonial government departs. The early establishment of local government ..... ensures that the vacuum is filled by an institution closely harnessed to the purposes of central government.
- (c) Local government relieves congestion at the centre - whether of offices or minds. .... Without local government time is wasted at the centre on local affairs which would be better spent on national affairs.
- (d) Local government is the best institution for bringing the opportunity for public service within the reach of every citizen.
- (e) Local government is the strongest link between the few and the many in planning economic development. In the execution of plans it is the best means of providing supporting facilities, such as schools, sanitation, lighting, for central schemes, and of maintaining and extending small local schemes started by community development. Everyone agrees that popular participation in economic development is essential to success. If community development is the most likely method of arousing popular interest, local government offers the best means of holding it.
- (f) Local government, by reason of the work it does, is in a better position than any other local institution to increase the supply of and demand for simple technical skills."

<sup>1/</sup> Report of the Summer Conference on Local Government in Africa (1961), page 12, paragraph 28 (published by Cambridge University Overseas Study Committee).

2. The case could be put more briefly by stating simply that local government, within the context of present day African development, promotes national unity, is an aid to administrative unity and has a significant role to play in the field of economic and social development.

3. The United Nations Seminar on Central Services to Local Authorities,<sup>1/</sup> held at Zaria, Northern Nigeria, in 1964, after re-examining some of these ideas, thought that the time had come for each African Government to set out clearly in contemporary terms its own basis of local government, i.e. the real reasons for having it bearing in mind that in none of the systems imported into Africa by the colonial powers or influenced by them did local government have any particular connexion with development. Prior to the Zaria Seminar one of the most important conclusions reached by the senior African officials who visited Yugoslavia and India at the end of 1963 on a United Nations Local Government Study Tour, and recorded in Chapter V of their Report,<sup>2/</sup> had given a very clear indication of the approach from which this problem should be tackled:-

"If the experience of either India or Yugoslavia is any guide, we cannot reiterate too strongly that the success of local self-governing institutions in Africa will acquire significance for the people only when they are allowed to exercise real responsibility in the social and economic fields. The long and short-term planning which has to be carried out to achieve progress in these fields cannot be meaningful to them if it does not offer them decidedly better prospects as producers or wage-earners".

4. The Zaria Seminar considered that, "if local authorities are to become useful agencies for development they must immediately be brought into development work at all possible points. Naturally, a sense of proportion must be retained. Local authorities will not be expected to execute large works themselves, but, on the other hand, even the largest national project will affect some local authorities at the fringes and they should not be excluded. It follows that central governments must

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<sup>1/</sup> See Seminar Report, E/CN.14/UAP/37 dated 23 September 1964.

<sup>2/</sup> Local Government Study Tour of Yugoslavia and India, United Nations Sales No. 64.II.H.4, paragraph 129.

develop a wide range of services to give local authorities the financial, technical, professional, legal, organizational and other forms of assistance they need".<sup>1/</sup> Although they may be able to make improvements internally, local authorities are compelled to look outside themselves, for help with technical advice and capital funds, to the central government. The question is one not simply of development but of extra rapid development and no amount of capital, technical know-how or training capacity can be generated internally sufficient to bring this about.

5. And so local government, either in Africa or elsewhere, can no longer be the preserve of the interested amateur. More and more it depends on trained administrators and technicians to provide the complicated services and to meet the bewildering array of problems that go with both rural development and urbanization. Education and training in local government are now called for in a greater variety of specializations and at more different levels than ever before.

6. The need for such training makes it all the more important that the profession of administration should be given proper recognition, for the local government official, like his counterpart in central government, must be trained first and foremost as an administrator and then equipped with sufficient knowledge of the technical specializations to be able to perform well in that field also. To quote again from the Report of the Zaria Seminar (paragraphs 119 - 122), "Unless such training is provided the administrator will not be valued as a professional. It will be said that anyone can be an administrator since no special qualifications are needed and there will seem no good reason why political nominees should not fill administrative posts instead of career officials. .... Inevitably the politician will behave like an executive if he feels that the staff have neither better specialized knowledge which might command his respect nor collective moral backing which might exercise reverse pressure."

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<sup>1/</sup> Report of the Seminar on Central Services to Local Authorities, E/CN.14/UAP/37, paragraph 13.

"What therefore has to be established is mutual respect between councillors and staff and in present conditions the surest foundation for this is the competence of the staff and their sense of security in their posts."

The Zaria Seminar emphasized that the unification of conditions of service is one effective way of increasing the number and status of trained professional officers in local government. In some countries (e.g. Western Nigeria, United Republic of Tanzania) an independent Local Service Commission has been established to administer the unified local government service in order that all decisions affecting it may be free from political bias.

7. Unfortunately, training is still one of the less developed areas in public personnel administration and has been given relatively little attention until recently even in the more developed western countries. Being concerned with the development of appropriate habits of thought and action, skills, knowledge and attitudes - for example, apart from job operation skill, it entails skill in communication and human relations, initiative and willingness to work and a sense of responsibility - it is not an end in itself but a means to a desired end, viz. better performance by the administrative agencies who have had the benefit of training.

8. One drawback is that training activities invariably cause some inconvenience, yet it is indisputable that Governments cannot afford to do without it. A further difficulty is that the officials who need training are often no longer in the formative stage they were in during their school days or pre-service training. Because of this teaching methods have to be different and the relation of teacher to students cannot be the same either. Round-table discussions, seminars and case studies are methods of communication which seem to be far more useful than lectures for this kind of training. Yet another difficulty facing both international and national agencies willing to offer technical assistance in this field is that it is not possible to run central training courses in public administration which would be suitable for all countries. Local conditions have to be taken into account and courses designed accordingly - a factor which, to a large extent, makes it necessary for most countries to develop their own training institutes as soon as practicable.



9. It became clear at the Zaria meeting that governmental structures, both at the national and local levels, evolved in the colonial era primarily for a 'law and order' rôle, have proved wholly inadequate for the new tasks of nation-building and the achievement of rapid change in most African countries. As far as local government is concerned, if it is to help substantially with national development, it must not only have money - or the means to acquire it - but skill also. It takes skilled people, that is people who are professionally qualified or who are at least adequately trained, to utilize properly the public money which has been allocated for technical services. Since to the spending of public money is added the need first to plan and estimate the expenditure and later to account for it, professional administrative and financial officers are essential in addition to skilled technicians. This point must be emphasized because it is so often forgotten that in poor as in rich countries there is a wide range of indispensable governmental functions which cannot be brushed aside. In some developing countries, for example, preoccupation with government economic planning has already led to a neglect of these essential administrative tasks with the result that while Governments are engaged in intensive and close control over economic life they give less attention to doing the basic jobs which would make the planning effective - as well as economic.

10. Hence it would be self-defeating, in defining new criteria for training local government officers, to concentrate exclusively on specializations required to meet economic and social changes in the developing countries. The need for competent general administrators to co-ordinate the increasingly complex functions of government at all levels is more critical now than ever in the past.

I. EXISTING AND PROSPECTIVE CONTRIBUTIONS OF LOCAL  
AUTHORITIES TO ECONOMIC AND SOCIAL DEVELOPMENT

The present roles of local government in development programmes

11. In many of the English-speaking countries local government activities, particularly those in the field of natural resources development, were encouraged from about the early 1950's onwards wherever the financial position of individual local authorities made such expenditure practicable. In effect, over the years considerable sums of money (local authority funds supplemented by central government grants and loans) were spent on tsetse clearing, dams, wells, pipelines and cattle watering troughs in new development areas, feeder roads, purchase of farm equipment and livestock, ploughing schemes, afforestation and so on. Some local authorities ran their own experimental farms, veterinary centres and vocational training schools. All kinds of experiments were made with the introduction of new cash crops, fodder crops, better grazing systems and improved seeds. Co-operative marketing societies were started, usually working in close unison with the local authorities and providing the latter with a substantial part of their revenues each year in the form of fees and dues levied on the values of produce sold. At the same time local authorities were given a large measure of responsibility for the development of health and education services in their own areas. Development in the cities and urban areas made substantial progress also. Towns began to be planned and zoned to meet modern needs, water and electricity supplies were installed or extended, roads were properly made up and drained, refuse collection and sanitary inspection services were provided, parks were laid out and welfare centres, museums and other amenities began to make their appearance.

12. Unfortunately, impressive as they often were, the success of these efforts tended to depend all too much on the interest and enthusiasm of individual district officers rather than being the outcome of a specific line of central government policy. Another factor which diminished their

success was that the period which saw the greatest progress, in the second half of the 1950's, when most administrative districts had development teams or natural resources committees of the main local authority council functioning, coincided almost everywhere with the struggle for national political independence. People's minds and energies were channelled into this first and foremost and development planning, inevitably, took second place.

13. While some of these schemes following independence went no further, usually because of the shortage of qualified local staff to carry them on, others were taken up with renewed enthusiasm. Moreover, the policy of self-help initiated in so many countries in the post-independence period gave rise to a multitude of new schemes ranging from slum clearance in the towns to the improvement of village roads in the rural areas. Unfortunately, some of the enthusiasm expended in these outbursts of local patriotism was uncontrolled and unco-ordinated. The policy which inspired them was activated sometimes by over-zealous politicians rather than being the product of careful thought and planning by trained local men with some administrative experience. The Sub-Regional papers on the position in East and West Africa may give the course an idea of how local authorities, in many places, were later called to the rescue in order to channel these well-meant efforts into better organized development projects which saved local enthusiasm from drying up - a danger which soon arises if it is seen to be wasted or misused. In order to achieve the maximum effect, however, the need in every country is for the role of local government in development to be precisely defined by the central government and clearly understood by the people. Having done this the centre should provide its local authorities with all the assistance needed and this assistance should extend, in particular, to the field of training.

14. An example of a country where the policy underlying its local government system seems to have been carefully thought out to enable it to take an effective share in the task of nation - building and national development is the United Arab Republic. Although the process of decentralization in that country dates back to the Revolution of 1952, local administration

was not given any significant rôle until the enactment of Law No.124 of 1960 (subsequently amended by Law No.151 of 1961). The over-all objective was to set up a 'democratic, socialist and co-operative society' and the adoption of a local government system was accepted as one of the means to attain this goal. Rendering local services through elected councils being an effective way of training people in practising real democracy, it was thought that such councils, apart from promoting the welfare of the communities they served, would contribute to the development of the country as a whole.

15. With a view to realizing these objectives 24 Governorate Councils, 134 Town Councils and some 1,092 Village Councils had been established by the middle of last year. Their membership is made up of elected members - who always form the majority - selected members and some ex-officio members. They have been invested with wide powers and responsibilities and their functions cover education, public health, public utilities and housing, labour, agriculture, food supplies, communications, the co-operative movement and economic development. Their principal sources of revenue consist of local taxes and fees, additional taxes, assistance from the Joint Fund, loans and State subsidies. In all these functions considerable attention is given to the development of projects intended to increase agricultural wealth. Such projects include the dehydration and packing of dates, the breeding of Frisian cattle and merino sheep, the establishment of dairy centres, the development of poultry and rabbit-breeding stations, beekeeping, the expansion of vegetable cultivation, the distillation of perfume plants and the breeding of silk worms. Some governorates are engaged in 'industrializing' their farmers, i.e. giving them something they can do, in their own homes, to supplement incomes. Similar development is also going on in the towns where a self-help approach and a generous measure of Government assistance have, in some cases, enabled energetic Town Councils to exploit their local resources, e.g. to encourage tourism, on an impressive scale.

The gap between what local administrations are doing and what they are expected to do

16. The participants in the Local Government Study Tour, to which reference has been made above, noticed that both in Yugoslavia and India the basic unit of local government is intended to be an integral part of the development machine and to take a positive and active part in the planning and execution of development projects. For example, the first function of the commune in Yugoslavia is, "to prepare the ground for industrialization by providing adequate power and water supplies, communal services and favourable conditions for attracting manpower, e.g. housing, medical facilities and general and technical training. An endeavour is made to have the statute of every commune reflect, even at the very beginning when it first comes into being, its level of economic advancement, its basic potentialities and the general direction and perspectives of its future development."<sup>1/</sup>

In Africa the need for local government to work towards similar objectives cannot be over-emphasized.

17. The Economic and Social Council of the United Nations has pointed out that the main object of economic development must be to increase the average productivity of labour, particularly in the agricultural sector, the aim being not to increase the incomes of a minority so much as to ensure a steady improvement in those of the majority. This conclusion brings out clearly how important and necessary agricultural training is. The rationalization of agriculture in the developing countries depends on modernization programmes, which means changing the mental outlook of the most conservative elements of the population, often of those with an age-old mistrust of anything done by the central government, especially if it is something new. Given trained staff, local governments, because they are closer to the people and able to mobilize more effectively the resources of the rural communities, should be in a better position than central government to tackle this problem.

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<sup>1/</sup> See Report on the Local Government Study Tour of Yugoslavia and India, UN Sales No.64.II.H.4, paragraph 48.

18. Speaking generally, local government activities in the field of development should concentrate, in the main, on less expensive projects where results are fairly rapid and can be obtained without any fixed capital installation. For instance, if agricultural output can be increased by better extension services and improved seeds, priority should be given to providing better seeds rather than on, say, an irrigation project because results come much more quickly and the cost is much less. As far as possible, projects which cost a lot of money should be left till later. Initially, scattered small-scale improvements may, in the aggregate, be as important, or more important, than a few big, even if spectacular projects. All such programmes emphasize the need for trained local government or district officers who can master techniques, exercise authority over technicians and know how to overcome the conservatism of farmers. If local governments were properly equipped for mounting programmes of this kind on the widest possible scale, they would go far to reducing so many failures and frustrations which have occurred in the developing countries due to inadequate progress in agricultural productivity. Unfortunately, where such lack of progress occurs industrial development and ultimately political stability suffer also.

19. In the final analysis all efforts, national or local, for promoting development come down to ensuring that the intense aspirations of people in the developing countries are accompanied by an equally strong determination to do something about them. Determination to act in the economic and social spheres, however, calls for something more than the compliance or even the support of the people; there must also be positive participation by them. The basic lessons learned from both Yugoslavia and India during the study tour referred to previously were that the people who benefit from development programmes must be able to participate actively in their formulation and execution. This is the initial gap which the really effective development of local government in Africa might be expected to narrow and eventually close.

20. Part of the problem consists in the development of human capabilities. To quote from David Lilienthal, no stranger to this problem from his experience with the Tennessee Valley Authority in the USA and similar projects abroad, "Change can come quickly -- far more quickly than the tired and disillusioned ask us to believe. To achieve this there must be faith in the almost unlimited latent capacity of the average man, a faith in the potential but still unrealized strength, imagination and ability of the average and untutored man and not only of the highly educated elite".

The problem of equipping local government units for their new tasks.

21. A new and changed approach to development based on a new outlook such as this requires a basic change in the character and spirit of organizations and institutions by which men will get the job of development done. This applies in very substantial measure to the organization and agencies of local government. To be truly effective their functions must be comprehensive and unified. All the factors of health, of education and training, of agriculture, transport and communications are inextricably interwoven and the processes of development follow a similar pattern.

22. The position of a local authority can never, under present circumstances, be regarded as static. All administration must be administration for change. Local governments must equip themselves to put their contribution effectively into a national development plan, they must be able to discuss their requirements with technical experts at the centre and be able and ready to co-ordinate their efforts in the achievement of national objectives. And so in teaching administration to local government officers those responsible for training policy should be always alive to the need to equip these officers not to be parochial or static in their outlook, but to be conditioned for change and for effective collaboration in the economic and social fields with the government at the centre. Training should be oriented to foster in local administrators a sense of team spirit and group work as development responsibilities are themselves inter-disciplinary. Above all, where any vestiges of paternalism remain or an authoritarian relationship still exists between government servants and the people, it is necessary to get rid of such attitudes from the very beginning.

23. Undoubtedly, however, the first and major problem in most developing countries is to find a sufficiency of suitable staff who can be trained for local government work. The urgent needs of central government, combined with the natural attractions of work in the national capital or other urban centres, make it difficult for local authorities to recruit personnel with an adequate basic education, to say nothing of the technical and administrative skills required to run the various services which modern communities require. Apart from high salaries there is usually more prestige attached to work at headquarters while in the rural areas the lack of amenities, such as good schools, decent housing, medical and recreational facilities, is always a discouraging factor. Serious difficulties also arise where substantially higher salaries are paid to officers of central government compared with those of officers of local authorities collaborating with them.<sup>1/</sup> As was pointed out in paragraph 6, the establishment of a unified local government service can be effective in minimizing such differences. In most developing countries, however, there will have to be a very considerable up-grading of the quality of local administration staff before all these difficulties are completely eliminated and local authorities can be expected to do their job. When conditions of service are made attractive steps should be taken, for example, to channel as many graduates as possible into local authority work. At present, because of low standards and poor conditions of service, very few show any interest.

24. Another prerequisite relevant to the problem of equipping local government units for their new tasks is to have a well informed public because a resource development programme in particular is governed or limited to a very considerable extent by the degree of popular understanding. For projects which have visible or tangible results there will always be considerable support but when implementing projects, the results of which are less clear, for example, a health programme or a crop improvement programme, good public relations are even more important. Any administrator who sets out to execute a programme which is poorly understood by the public will run into difficulties which an intelligent information programme could help to remove.

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<sup>1/</sup> See Decentralization for National and Local Development, UN Sales No.62.II.H.2, paragraph 149.



25. Finally, the civil servant, whether at national or local level, must be alert to the political overtones of the policies he is carrying out both accepting them and understanding them as essential to the democratic way of life. All this calls for the teaching of a new attitude to politics, and is of special importance in ex-colonial territories where Government regulations forbidding political activity were frequently read as proscribing political interest and study. In Singapore the inculcation of this national and democratic awareness in the civil service was considered a more urgent task than training in administrative aptitudes and led to the establishment of a non-partisan Political Study Centre for civil servants. It is realized that the task of keeping trainees up-to-date with the study of the current and local practice of politics will not be easy, but those responsible will have to face it if local government officials are going to be expected to carry out their duties realistically.

26. One aspect of the training problem in Africa which should be mentioned before closing this chapter is the attitude to training. Small budget allocations and the low position of the training officer and his staff (if there is one) in the administrative hierarchy reflect a common attitude in most countries. Many Ministries appear to believe that the problem has been taken care of if they have designated an individual to be responsible for training regardless of his other duties. This unsatisfactory situation, where it exists, should be modified as a matter of urgency before any worthwhile progress can be made.

## II. THE NATURE AND SCOPE OF THE LOCAL GOVERNMENT TRAINING PROBLEM

### New concepts in local government training

27. François Perroux has defined development as, "the result of changes in patterns of thought, social customs and institutions which pave the way for a real over-all advance whereby various forms of progress converge into general progress along the whole social front. The process is one which involves the individual as a whole and society as a whole".<sup>1/</sup> Fundamental changes of this kind which have characterized the development of both Yugoslavia and India, for example, in recent years have led in turn to major changes in the relationship between the State, its civil servants and the people. In aiming to get people to solve their own problems by inculcating new attitudes the old administrative cadres have had to be transformed into a vast network of extension agencies. In India a line of operational responsibility has had to be established right down to the Village Level Worker. There the test of good administration has become no longer, "its capacity to maintain law and order, but its ability to work with the people, to replace the belief among them that poverty is pre-ordained by the belief that hard work can help in eradicating it, to give them organized assistance and to help them to tackle the problems of rural development."<sup>2/</sup>

This changed approach provides the basis for a new concept of local government training.

28. Training is the key-stone of democratic decentralization. The African participants in the 1963 Local Government Study Tour were impressed by the scale on which both Yugoslavia and India operate intensive and continuous training programmes for officials and non-officials concerned in the administration of local government. The subjects taught are intended to give the participants not only the knowledge necessary to make these bodies function effectively, but also the right approach and spirit.

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<sup>1/</sup> François Perroux, "Developpement, Croissance, Progrès", Cahier de l'Institut des Sciences Appliquées, No.94, Paris, 1958.

<sup>2/</sup> From "Community Development, Planning and Administration at Local Level in India", an article by Shri S. Chakravarti in Journal of Local Administration Overseas, Vol.II, No.4, October 1963.

Scale and type of training

29. Every developing country has its own special training problems, but where the needs are particularly great, it usually falls back on the concept of a general approach to administrative training filling in details suitable to the local environment as the need arises.

30. Where a diploma course in local government administration forms part of a long-term plan for local government training, the problem to be worked out is what should be the standard of training and who should provide it? Diploma training should be provided, of course, only for educationally qualified people; it should be provided by an educational establishment and the diploma itself should be issued by that establishment. In this connexion it seems desirable that every country should establish as soon as possible its own standards of training for local government rather than depend on the adapted syllabuses or diplomas of professional societies overseas.

31. But a long course of diploma training can benefit only a minority because no one who has not achieved a sufficiently high standard of education is likely to be able to draw any advantage from it. For the majority who do not have an adequate educational standard short practical courses and training on-the-job are the methods most generally adopted.

32. In most African countries at least four levels of local administration training can be identified:

- (a) Routine clerical type (including some training in subjects such as book-keeping and local government organization;
- (b) training of executive staff at the intermediate levels;
- (c) promotion and training of the best executives (occasionally recruitment of graduates) for the most senior administrative posts, e.g. Secretary-General of a large council, Treasurer of a Municipality, etc.; and
- (d) training of councillors.

To the above must be added special types of training for limited purposes, e.g. teaching clerks how to run an election, training accountants to use a new machine and so on. In Ghana, for example, provision has been made for training planning assistants who fill the gap between the professionally qualified town planning officer and the highest-grade draughtsman. The University of Science and Technology also provides training in physical planning at both local and regional levels.

33. Although various patterns of training can be identified there is frequently no over-all policy of co-ordination to ensure that the best use is made of the facilities available. Some local authorities achieve quite a lot, in others the provision of training is virtually non-existent. Even in the United Arab Republic with its well developed local administration system only the fringe of the training problem appears to have been touched as far as administrative personnel are concerned. Up to the present the initiative and arrangements for training have been left mainly to individual governorates.

34. Municipal and local government officials in Tunisia have until quite recently enjoyed no training facilities at all. At the end of last year, however, a law was enacted charging the National School of Administration with the responsibility of training the staff of all local authorities. This measure, in its conception and scope, represented something quite new for Tunisia.

#### Level of education and experience of trainees and of new recruits

35. There is no doubt that the organization of training courses locally presents a variety of problems. There is the problem of formulating the substance and objectives of training programmes to fit in with national policies and to suit the academic levels of the trainees. There is the problem of finding qualified teaching staff or training personnel. Where expatriate personnel have to be specially recruited, there is the further problem of adapting their training methods and teaching materials to local conditions. Yet another problem, to which attention has already been drawn, is the difficulty of finding trainees of the right aptitude to carry out the many new tasks required of local government officers.

36. Again, major problems may confront the trainee after completing his training. Firstly, there is the question of his being able to adapt and apply his newly acquired skills to solve local problems. Secondly, there is the problem of the trainee who is not given the opportunity to use and perfect his newly acquired skills through being required to fill a particular post where they are not called for. Or he may be refused advancement to positions of higher responsibility for political reasons. Again, having acquired valuable experience as a result of his training, he may soon become restless if he gets the impression in the course of his work that future prospects for him are not so bright. All this requires that the policies governing recruitment, training, promotion and career prospects of local government officers should receive due consideration from the centre and be formulated sensibly and with a little imagination.

Relationship of local government training to training in other fields

37. The activities of local government embrace, as it were, a horizontal cross-section of vertical governmental functions. It is this factor which complicates the system of training and calls for a great deal of institutional co-operation which needs to be well co-ordinated. The scope of the training programmes themselves has, for more senior staff, to be inter-disciplinary in content in order that local government officers may understand the mutual influence which the various disciplines exercise on the development process. Thus training of this type should be characterized by a feeling for group work and a sense of balance between the disciplines, for local government officers have frequently to function as teachers, trainers and salesmen in all or any one of them. An important point is that if senior local government staff are properly trained in this way in at least the essential features of development work, they will have the advantage of feeling no inferiority complex towards the technicians under their orders or the committee members over whom they will have to preside in their local development teams.

38. There is inevitably a close relationship between local government training and training in the field of community development - or rural animation as it is now frequently termed. After all, activities in both are complementary to each other and merely represent different phases of one process of development.<sup>1/</sup> The local government official in the rural areas, for example, must rely heavily on the rural animator for help in reorganizing the village both socially and economically. Social reorganization means the creation of new institutions such as village co-operatives and youth and women's clubs which, if they are to succeed, require the nurturing of new attitudes. Economic reorganization means the adoption of improved farming methods, new marketing procedures and the accumulation and investment of more capital. In all this a comprehensive approach through local groups is essential.

39. The closest co-operation would be essential similarly in planning a campaign against illiteracy, for experience has shown that this is a 'paying proposition' only when it is not regarded as an end in itself but as the point of departure for further training. It is most effective when it embraces not a specific area but selected volunteers (factory workers, members of co-operatives and small farmers) who are anxious to read and write and who are intelligent enough to want to acquire other skills at a later stage and to appreciate the advantages of so doing. Thus an anti-illiteracy campaign should be based on a "focus of interest" of local importance, e.g. agricultural activities, stock-raising or poultry-breeding.<sup>2/</sup> Such a campaign might form part simply of a village production plan or of the over-all development plan for a much wider area. The need for inter-relating all the different types of skills available at a local level is important.

<sup>1/</sup> The relationship is examined in detail in Chapter IV of the Zaria Report on Central Services to Local Authorities, E/CN.14/UAP/37.

<sup>2/</sup> See "Government Organization and Economic Development", a paper by Paul Bouteille presented to the OECD Fourth Study Conference on Problems of Economic Development, Paris, September 1964.

Other factors (personnel practices, politics, etc.) that bear on the training problem

40. Personnel practices in developing countries are often handicaps to the recruitment of good staff for local government. Political influence in recruitment and promotions, misuse of trained staffs and low pay are discouraging factors and result in poor morale, incompetence and waste. There is thus often little prestige in working for local government and capable individuals avoid it. One way of rectifying this situation is to set up a unified local government service on terms comparable with those of central government. The advantages usually outweigh the disadvantages, the equation of salaries, qualifications and conditions with those in the central government service leading to an immediate increase in morale and prestige, quite apart from enhanced efficiency, the removal of any temptation to look for supplementary employment or even to indulge in corrupt practices, and generally higher standards all round. An alternative measure, which must also be taken at the national level, to improve the quality of personnel is the unification of at least the senior posts in local government under a Local Service Commission. Whatever the methods adopted, the aim must be to build up a staff of qualified, contented and secure professional officers assured of promotion on the basis of merit.

41. An interesting personnel practice noticed in Northern Nigeria incorporates a built-in incentive for self-improvement by local government staff. Those students who pass the intermediate course at the Institute of Administration, Zaria, are not only eligible for promotion within the scales of employment fixed for local authority staff by the Ministry, but are also eligible to come back for a further six months' training leading to a diploma in local government awarded by the Ahmadu Bello University.

42. Tighter political control over local authorities and politicization of the provincial administration have been effected in most English-speaking countries of Africa since independence in keeping with the mood and sentiments of the times. In some cases overhasty politicization of the administrative machinery at the lower levels and the shortage of competent political administrators has, as Mr. Kirk-Greene pointed out in a recent article in the Journal of Local Administration Overseas,<sup>1/</sup> led to the appointment of second-rate local party executives as area commissioners on a patronage system for services rendered to the ruling party. Apart from aggravating the recruitment problem, appointees of this kind can do a lot of harm to the effective working of the local government system generally, especially if they are unable or unwilling to think in any terms wider than those of their own narrow political interests. However, the fact remains that the focal point of African democracy today is the African party machine and officials are expected, not only to give loyal service, but to identify themselves closely with that machine. The classical doctrine of political impartiality, implying the dissociation of officials from active party politics in order that, whatever their own political views, they may loyally serve the government of the day, is clearly no longer relevant. With the entry also of political figures into the executive arena, the traditional relationship between elected councillors and paid officials on which much of the philosophy of local government used to be based has been largely disrupted. Hence, as was pointed out at the Zaria Seminar, it would be "unrealistic for those whose business is to establish public services, whether central or local, and to train persons for them, to build upon an obsolescent convention..... The need is to create for public administration a professional status that is as widely accepted by the public as is the status of, say, a surgeon,

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<sup>1/</sup> See Journal of Local Administration Overseas, Vol. IV, No. 1, January 1965.



so that in comparable circumstances the local council would no more interfere with the work of its administrative officers than it would with the removal of the chairman's appendix by a surgeon. Nothing more is demanded, but nothing less will serve and it is to this end that administrative training should be directed. This does not imply that the administrator should be a mere technician. It is an essential part of his professionalism that he should know how to get on with politicians."<sup>1/</sup>

43. In dealing with these problems it seems wise for the local government officer to start off with the assumption that his local political leaders are, by and large, as sincere in their patriotism and as interested in the development of their regions or areas as are the professional or technical staff. They want this development to be a success - if only to provide their party with political capital. To make the best of this situation one of the most important jobs for the local government administrator is to 'sell' his programmes to the local politicians so that they may have confidence in him and in what he is doing.

44. One way, practised effectively in India, of tackling the crucial task of establishing the right relationship between officials and non-officials, based upon the mutual contribution that each has to make and upon an understanding of the role that each of them has to play, is through joint training programmes.

45. Training programmes in Africa do not as yet pay sufficient attention to the phenomenon of urbanization, particularly of the growth of urban population and the effects of technology and industrialization. The scale of the problem which is developing in Africa can be gauged by a statement from the American Municipal Manpower Commission that trained people are needed to (a) govern urban communities, (b) plan urban communities, (c) house urban communities, (d) educate urban communities, (e) transport urban communities, (f) manage the services of urban communities and (g) finance the services of urban communities. In attempting to meet

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<sup>1/</sup> Seminar on Central Services to Local Authorities, E/CN.14/UAP/37, paragraphs 111 and 122.

all these needs it is obvious that much more will be required than a handful of uncoordinated or a few highly specialized programmes."

46. In whatever context and at whatever level training takes place it must give attention to attitudes and behaviours as well as technical skills for these are inextricably interwoven in the employee's performance. Information and technical skills are not separate entities apart from the person who uses them. Training needs, therefore, to focus on the development of a person who uses certain knowledge and skills as an integral part of his make-up when performing professional functions.<sup>1/</sup>

47. As in Asia and Latin America, one of the main problems facing the developing countries of Africa is to arouse the masses in the rural areas from their traditional indifference to public affairs and to develop their interest, enthusiasm and civic responsibility for their country's development programmes. Some maintain that mass education is the only effective way of meeting this challenge. Planning is another because, to quote Abraham Kaplan, "planning is essentially a means of enabling many people of average competence to take part in sound decision - making instead of leaving this to a few highly competent persons."<sup>2/</sup> But whatever the best approach may be for any individual country it seems that all training for local government should aim at creating a climate of productivity by instilling in its administrators, technicians, councillors and other members of the active population a practical ability to adapt means to ends. What also gives point and motivation to training is responsibility for particular tasks, as part of a job of work to be done. A change of outlook can occur rapidly and completely where people are given a chance to become part of the process of change. Then interest replaces apathy and scepticism gives way to confidence.

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<sup>1/</sup> From "Problems of Personnel Management and Training in Public Organizations and Private Firms in Africa" by Donald Nysten, Training Consultant of the Ford Foundation, E/CN.14/UAP/21 dated 28 April 1964.

<sup>2/</sup> Abraham Kaplan: Strategy of Social Planning, Report to the Planning Authorities, Puerto-Rico, 1955.

## III. ESTIMATING, SCHEDULING AND PROGRAMMING

## TO MEET TRAINING NEEDS

The identification and grouping of those to be trained

48. The previous chapters have shown that the role of local government administrators in developing countries is changing all the time. It is now clear that their functions should cover economic and social planning, community development and the conscious creation and encouragement of a new spirit and outlook among the people. To meet these requirements training has to be organized, for it must be systematic and continuous and capable of adjusting itself to different demands imposed by changes in the character of local government work. It has to allow also for general conditions of employment and to the shape of careers in the local government service as influenced by promotion prospects and the growth of responsibility. Thus training can never be considered as an independent activity or in isolation. It must always have regard to its human material and to methods of recruitment at the various levels.

49. Some helpful points which should be kept in mind when proposals for organizing local government training are under consideration were included in a technical paper prepared by United Nations Headquarters for last year's Conference of Directors of Central Personnel Agencies and Public Administration Institutes at Addis Ababa.<sup>1/</sup> Among these were the following:

- (a) If training at the local level is to be practical and work centered, it is often advisable to establish training facilities or branches of a national training institute in areas removed from the central or capital city facility;
- (b) training of local administrators requires the support of a civil service system which includes career incentives for serving in areas remote from large urban centres;

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<sup>1/</sup> "Aims and Functions of Public Administration Institutes and some Problems of Technical Assistance in this Field", E/CN.14/UAP/28/Corr.1 dated 14 April 1964, paragraphs 30 and 31.

- (c) national political leaders and senior officials need to enhance the prestige of rural work as an added incentive for employment and training in local administration;
- (d) training programmes on a national basis should provide regular opportunity for bringing together personnel at various levels..... In addition to regularly centered conferences, some system to facilitate staff movement or rotation between local and central administration should be established;
- (e) central agencies can assist local authorities in various ways in solving their personnel and training problems, such as in estimating manpower requirements, scheduling recruitment and training to meet critical shortages of personnel and providing incentives to make service at the local level attractive.

50. Apart from the undoubted value of having a unified local government service, incentives of one kind or another are always necessary to make training work. Satisfactory completion of a substantial training course should mean, for example, priority in promotional opportunities or, possibly, even an immediate increase in salary. To ensure that training enjoys such incentives it is in the interests of good administration that all the opportunities and facilities for it be provided or controlled, as far as possible, by the central government.

51. There is much to be said for the creation of a central body in the public service (e.g. the Central Agency for Training in the United Arab Republic attached to the President's Office) to be responsible for all training. This body should do research to estimate the different needs of all departments including local administration and should act as a co-ordinating agent for all types of training. It should ensure that time and public money are not wasted on training which does not qualify people for available jobs or through the duplication of facilities.

52. The Cambridge Summer Conference of 1961 recommended "a system of local government training from the top to the bottom of the service; designed to meet the needs both of the new entrant with the necessary

qualifications at any level and the able employee who is advancing within the service. We would emphasize the importance of selecting persons for training with great care."<sup>1/</sup> The Report then groups those to be trained as (i) junior clerical staff (a short preliminary training course followed later by vocational on-the-job training), (ii) those suitable for further in-service training for advancement to the senior clerical grade, (iii) executive officers and (iv) officers who fill higher posts in the local government service, e.g. Town Clerks, Secretaries - General, Treasurers, etc.

53. Apart from these categories training for councillors is as necessary as training for staff if they are to work together. It is also necessary as a rule to give some attention to the needs of the political heads of local authorities. These are usually salaried, professional politicians with considerable power and prestige. One way of dealing with them is to provide a forum where they can meet, discuss their problems and learn from one another, under the guidance of a training team.

54. There is also the question of timing - whether training should be given before entry to the service or after a period or periods of practical service and also the length of time to be spent on training courses bearing in mind the extreme shortage of personnel sufficiently experienced and competent to keep the wheels of local government turning. Much of the teaching work in public administration undertaken in Africa consists of long academic courses, lasting a year or more, and of short courses of two, three or even six months which deal with the practical problems encountered in the public servant's day-to-day work. Students taking the first type of course are those likely to occupy eventually positions of substantial responsibility. The second kind of course provides the type of knowledge and experience which are frequently acquired through in-service training. Such courses are not related to any particular level of officer, but can be devised, as occasion demands, for all levels. Their essential feature is that they are related to practical questions and deal with matters of organization and management.

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<sup>1/</sup> Report of the Summer Conference on Local Government in Africa (1961), page 41.

55. The person faced with scheduling and programming training has to make the best of a highly complex situation. In the first place, his programme has to take into account not only training needs and how to satisfy them but also what is possible with the training facilities available and the levels of ability of the trainees who present themselves to him. In addition, his programme has to provide for the greatest number of people to be trained in the shortest possible time. From all this what is really clear in most African countries is that, desirable though it might be to provide long study courses in local government administration, the most urgent need is, first, for short practical courses and, second, for training on-the-job carried out according to a preconceived plan. As the type of person worth training can usually only be spared from his job for a minimum period of time, the practical courses should be as short and as intensive as possible. This applies particularly to courses for senior officers. Experience in some places has suggested that four weeks is the maximum period for intensive study and instruction, especially if this is given exclusively in the classroom. Academic-style courses, on the contrary, are usually geared to the pattern of the university year and the speed of work is determined accordingly. While a short preliminary training course lasting a month may be sufficient to give newly recruited junior clerical staff a basic knowledge of their duties, a longer course is obviously called for when staff in this category are ready for further promotion; the same applies to new-entrant executive officers. In appropriate cases also it may be easier to get personnel released for part-time courses, even if these have to be spread over longer periods.

The scheduling of the large number of persons to be trained

56. The training of large numbers of people presents, of course, a major problem. But given the will and sufficient imagination on the part of the central government it can be done. In India, for example, some States like Punjab, where the panchayati raj system has been working for only a short time, endeavoured to provide orientation training for all council members before the system started and probably more than three-quarters of the present non-officials in the local units have passed through the

State Government's training camps and centres. In Northern Nigeria, if there is a local government election in any town or village, within a week or two there will appear a team of instructors under the direction of the Institute of Administration at Zaria, in the village, in the town, wherever it might be, to give instruction to the newly-elected councillors as well as to the officers of the council. Thus no councillor who is elected to serve on a council can say that he has not had an opportunity of discovering, by way of a course held in his own village or town and not involving him in any travel, how his council works, who are the council officers, what they do and what their relations with him should be. This scheme has produced 30,000 people who understand something about local government and, whether they actively participate or not, this represents a dissemination of knowledge which must be a gain to the community as a whole. The starting point of any large training programme is likely to be the production of trainers themselves; for this there should be an investigation into the local background. The economic background, the political system and social structure must be studied, so that the concepts, means and approaches to be adopted, the programmes to be prepared and methods to be used can be adapted to them.

#### Improving the quality of training

57. All aspects of training need continuous reappraisal and adjustment, if only because at present the supply of instructors for the multitude of new teaching responsibilities in the developing countries is woefully inadequate. Few have been trained in the difficult tasks of curriculum development, preparation of courses, the design of teaching materials and the use of the most up-to-date teaching methods. One way of alleviating this situation is for every country to include in its local government training programme arrangements whereby a few outstanding persons would be able to gain both public service and instructing experience as part of a planned career. Another way of improving the quality of training is to ensure that as much instruction as possible is given by those who have had actual experience of working in the local government service and who are prepared, without reservations, to pass on their accumulated and

distilled knowledge and expertise to others. Such knowledge can rarely be found in a text-book.

58. The participants in the 1963 Local Government Study Tour were greatly impressed by the Indian system of organizing mixed training in which officials and non-officials take part together. The aim of these courses run by several Government institutions is to inculcate faith in the panchayati raj system generally and to demonstrate the need for informal, close and continuous collaboration in the planning and implementation of development programmes at all levels. The Study Tour group recommended strongly that this system of training should be adapted in Africa.

59. To sum up, the quality of training can only be maintained if it is characterized by foresight, flexibility and dynamism. Those responsible for training policy must be continually prepared to change and abandon ideas which have outlived their usefulness.



#### IV. DETERMINING THE CONTENT OF TRAINING PROGRAMMES AND

#### PREPARING TRAINING MATERIALS AND INSTRUCTIONAL METHODS

##### Reshaping the content of training to meet changing job requirements

60. In general all entrants to the senior ranks of local government should be given instruction in the way in which their country's system of local administration has developed and be made aware also of the political, economic and social changes which have been important in the past and which are likely to be influential in the future. Where time and skilled staff are scarce, however, care must be taken not to devote more effort to general background information than is justified. The amount of instruction of this type to be given must be related to the next few years of the trainees' careers and for reasons of economy should not be more than is reasonably necessary.

61. One of the most practical ways of deciding on the content of a training syllabus based on conditions in the country concerned is to visit the local authorities themselves and to discuss existing local government practices and current and future needs with both senior and junior staff, political heads of councils, other councillors and sometimes chiefs. Further valuable information can be obtained by examining agendas, minutes and other records and by making a study of local government law. After this preparatory work the essential training needs can usually be divided into the following categories:

- (a) teaching the nature of local government; the role of councils - their functions and responsibilities;
- (b) teaching the relationship between central and local government;
- (c) teaching the people's role in local government and how best to ensure their co-operation and participation;
- (d) teaching local government law;
- (e) teaching the relationship between the official and the non-official;

- (f) teaching the practice of good management and the importance of a sound financial basis for local government activities; how to ensure this and how best to utilize financial resources;
- (g) teaching local government procedures some of which may be based on unwritten rules and conventions;
- (h) teaching human relations including relations with the public;
- (i) teaching planning and the part played by local government in social, economic and political development; how to prepare local development plans; how to finance them; and how to execute them;
- (j) teaching the principles and objectives of community development;
- (k) teaching office organization and departmental co-ordination.

For middle-level staff only the principles of local administration, personnel management and budgeting may be expected to receive most emphasis in training programmes. A good case can be made also for giving priority to organization and methods including some study of modern mechanical aids.

62. If training has to be given in a particular language, e.g. English, it should be the language of government which is taught. At the Zaria Institute of Administration in Northern Nigeria trainees with a basic knowledge of English are taught how to use the language in the form in which it is required in their work and a number of manuals have been prepared which are designed to train different categories of local government staff in the English which they will need to carry out effectively their

63. With regard to more specialized training in the social and economic fields the first point which needs to be emphasized is that development is an interacting complex, not only of economic and social, but also of technical, political and administrative activities and for this reason cannot be left exclusively to specialized technicians. Planners, economists and other technical personnel are now learning that plans are not self-executing. If their plans are to work, they must have the policies and essential administrative procedures

necessary for their implementation built into them. In reshaping training syllabuses the primary need is to devise methods of training relevant to how development in each technical sector is planned, organized and administered. While specific answers cannot be given in a general course of training to the problems of every country or every region, help can be given in developing the knowledge and skills necessary for finding answers to these problems.

64. In planning central government must take the lead, of course, but at the same time it must develop methods for involving local governments in the planning process. To be successful, local planning must aim to satisfy local needs while being geared at the same time to the fulfilment of national priorities.

65. The areas considered most appropriate for drawing up local plans are the following:

- (a) agriculture, including soil conservation, minor irrigation works, animal husbandry, dairying, community forests, etc.;
- (b) development of co-operatives;
- (c) village industries;
- (d) educational facilities;
- (e) health centres;
- (f) rural water supplies and other amenities such as the construction of approach roads linking villages to road or railheads; and
- (g) works programmes for the fuller utilization of manpower resources in rural areas.

Some familiarity with these subjects together with a knowledge of the factors to be borne in mind when drawing up a specific project should feature in all training programmes for rural local government. An outline of these factors, pointing to the type of training which needs to be put over, is given below:

- (a) estimate of resources available and their development proposed, with sketch plans;

- (b) statement of physical aspects of the proposed development with estimates of costs involved both for the whole term of the project and phased out annually;
- (c) an appraisal of the prospective physical productivity and revenue expected from the proposed development, of any special problems involved in utilizing its resources and of prospective development of markets for the products;
- (d) proposed administrative arrangements for carrying out the development;
- (e) financial provision;
- (f) relation of the project to any national development plan;
- (g) appraisal of prospective costs and benefits, direct and indirect, both in total and by phased periods; and
- (h) summary statement of all aspects of the project for administrative and financial consideration.

66. In nearly all the countries of Africa the springboard of general economic development is represented by agriculture, and a development policy in regard to agriculture needs to be based on four principal foundations, viz. land reform - the lever for all agricultural and social progress; sustained effort to improve traditional agricultural practices; mobilization of excess manpower in rural areas to provide better facilities; and community development, to motivate the break-through which will overcome the traditional antagonisms and ignorance and create eventually an atmosphere of hope based on social justice and a new spirit of self-help. These four factors suggest that at least a minimum of practical training is called for in the organization of extension services and land tenure reform, co-operatives, agricultural credit and community organization. Ideally, courses established along these lines should be conducted by the same agencies that are carrying out field programmes. This is the best way of ensuring that all the teaching is practical and geared to satisfying specific local needs.

67. Training in elementary economics is also important if only to enable the local government officer, however junior his position, to appreciate that he is living in a country and in a society in which economic change is a major factor and that every contribution, however small, which he makes to a particular project initiated by his local authority is a contribution towards the development of his country. As courses have to be as short as possible, the teaching in economics should be simple and practical and conceived and carried out in an interdisciplinary spirit. This interdisciplinary aspect needs to be stressed because, if professionalism is to be the keynote of working situations in local government, there will always be lurking in the background the dangers of excessive departmentalism. Trainees in all fields and categories must be taught to appreciate that decisions are taken by their councils from a general administrative point of view rather than from the standpoint of any single department, however important its proposals may seem.

68. The training of municipal administrators poses a number of special and separate considerations which will be dealt with more fully elsewhere during this meeting. In brief, the following are suggested as subjects which might form a nucleus of a training programme:

- (a) urban theory - the economic and social functions of urban concentrations; urban sociology and ecology;
- (b) the organization of local government for urban development;
- (c) the preparation and execution of urban development programmes;
- (d) the techniques and criteria of urban design; planning and territorial organization of a city;
- (e) the organization, financing and management of public services and installations, traffic problems, housing etc.

A knowledge of these topics would seem indispensable to the municipal administrator in a modern town or city, irrespective of the country in which he is working.

69. Attention has already been drawn to the influence which the political situation may have on the development of a country. Where this topic is included in their curricula, training institutes often face difficulties in 'teaching' politics because of the possibly differing ideological views of the trainees themselves. While it always seems essential that the teacher or instructor should not disclose his own political sympathies, it has been suggested that one way of by-passing this difficulty is to use imaginary models (and places) for training purposes. This method has, obviously, its limitations but it is preferable to not tackling the problem at all.

70. Councillors' training needs fall into two categories: The basic ones comprise four main topics - the reason for the existence of local government, the relationship between councillors and staff, procedures in council and committee and keeping in touch with their constituents and the public in general. Short courses and special broadcasts by the responsible ministers and other personalities on the council's authority and duties have been found useful in some countries; their value is increased, however, if they are based on a simple standardized manual which can be used by instructors and councillors alike. The above remarks apply to training for the specific task of being a councillor. Short general development courses are needed also, however. These should be focussed on local problems of which the councillors are aware in their areas and the role which can be played by local authorities in tackling them.

#### Teaching materials and training methods

71. In considering the problems connected with the development of suitable teaching materials it can be said that courses can rarely be conducted effectively in the same ways and with the same materials that have proved satisfactory in better developed countries and that the task of assembling new teaching materials is the first and most important part in the development of a training programme. If there is a complete lack of textbooks in the local language, local written materials must be prepared as soon as possible in the language of the country and based on illustrations and examples relevant to its own local administration system. Some

foreign textbooks and reports may be worthy of translation, but often a new institute will have to make up for the absence of printed material by relying on the reproduction of lectures in summary form and on research studies undertaken in the course of its activities. Eventually it may be able to embark on the preparation of manuals of procedure and handbooks in collaboration with the local government agencies concerned. To this end arrangements need to be made at an early stage and authority obtained to release local government records, written instructions and other similar materials both from the ministries concerned and from municipalities and other local authorities. The object of such arrangements is to enable practical work-centered materials to be developed into effective training aids.

72. Most instructors are now probably well aware of the indifferent results obtained from lecturing endlessly for long periods in the mistaken belief that their students are absorbing all they say. This is rarely the case. Modern training methods, therefore, must take account of this and be based on the premise that, if students are to learn, they must be actively involved in the proceedings. To this end projects, practical exercises, case studies, group and syndicate discussions, seminars, role playing and instruction with audio-visual aids should all be included in the training programme. The programme can be varied by study assignments, visits and short attachments to local authorities. The case study<sup>1/</sup> of which so much is heard these days, is often regarded as a new method of teaching. In practice it has been used since time immemorial, e.g. in law studies. One difficulty is that the preparation of a good case study requires a skilled and imaginative author and takes

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<sup>1/</sup> The following is a recent definition: "An administrative experience based on actual circumstances and recorded either in writing or presented verbally for study and for which there is more than one possible outcome. The study requires the assessment of all factors involved and provides scope for the student to suggest an approach and solution even where these may differ from the ones actually taken in the circumstances recorded." (Report of the Conference of Directors of Institutes of Public Administration in the Commonwealth (1963), page 34.)

much time and energy. Moreover, cases from one country are often irrelevant for others and, in particular, developing countries can benefit little, as a general rule, from case studies prepared for use in more developed areas. However, it may be possible to assemble some cases <sup>1/</sup> dealing with universal problems of organization or practice which could, if known, have wide applicability.

73. Apart from the teaching aids mentioned above the use of demonstration equipment can play an important part, particularly at the clerical and secretarial levels of training; it establishes the essential link between theory and practice.

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<sup>1/</sup> A very interesting collection worth reading by any senior urban administrator per se, irrespective of where he is working, is to be found in "Case Problems in City Management" by Edwin O. Stene published (1964) for the American Institute for Training in Municipal Administration by the International City Managers' Association, Chicago, U.S.A.



V. MAKING THE BEST USE OF ALL EXISTING FACILITIES  
FOR TRAINING

Institutional, in-service and on-the-job training

74. For convenience training may be divided into three categories: formal training, in-service training and on-the-job training. Formal training leading to a professional degree or diploma or at least a certificate denoting satisfactory completion of the course is usually institutional. Those who conduct it aim not only to teach administrative theories and principles but also to illustrate them with practical applications. Therefore a proportion of the teaching staff of most institutes has to be drawn from serving officials - a factor which makes it incumbent on Governments to make available carefully selected people in sufficient numbers.<sup>1/</sup> Because of the general shortage of trained personnel most institutes in Africa are required, at the present juncture, to concentrate on quick training for as many people as possible. They should also be able to provide short courses for newly elected councillors. An outstanding example of this type of activity is to be found in the work of the Provincial Local Government Training Scheme in Northern Nigeria to which reference has already been made. In some countries the extra-mural departments of universities have also made a contribution to training councillors.

75. In-service training, which bridges the gap between formal education and office and field practice and prepares local government officials for greater responsibility, may be conducted through practical studies and seminars as well as by transfers to different jobs and projects designed to provide a variety of experience, enhanced skills and a broadened understanding of local government work as a whole. The instruction must aim at clarifying previous experience, correcting errors and improving administrative techniques and knowledge.

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<sup>1/</sup> Ex-school teachers, who are frequently chosen, do not necessarily make the best instructors in public administration. Their previous experience sometimes puts them at a disadvantage when they have to deal with adults.

76. In developing countries departmental and on-the-job training is the exception rather than the rule. For many local government units inadequate budgetary resources and insufficient staff tend to make this type of training difficult. However, there is scope for making better use of it through organizing the work of local government inspectors, auditors and other senior inspectorate staff so that they will have time to provide systematic and regular training in the course of their routine duties.

Respective roles of universities, institutes of public administration and of other institutions devoted exclusively to training in local government and administration

77. In Britain, until recently, the need for professional men and women to fill senior local government posts has always been met by recruiting from the universities and colleges persons already qualified, e.g. doctors to fill senior administrative posts in health departments, graduate teachers for the senior posts in education departments and solicitors who become clerks to local authorities. This system has dispensed with the need to provide any post-entry training in their technical subjects and the principle applies, though to a lesser extent, in developing countries.

78. However, the numbers of qualified graduates and professional men in such countries offering themselves for central or local government service are still totally inadequate and it was to meet this situation that a large number of countries established their own national institutes of public administration. Among their other functions these institutes often serve as national centres of administrative information and documentation; they also prepare new materials and endeavour to keep abreast of experiences in other countries. Training at such institutes should in no sense compete with the work of universities; the former should seek to supplement academic studies by demonstrating the application of theory and principles to the realities of the local situation, in particular, relating them to the country's programme of social and economic development. Moreover, institutes of public administration should be better than universities at merging the widely different types of training needed for development purposes. A local training institute, rather

than training abroad or even training in the academic atmosphere of a well-endowed local university, has the advantage of not cutting off students and trainees from their normal surroundings and duties and provides them with the kind of instruction suited to the practical needs of the country and to the greatest number of people.

79. An institute in a developing country, once it is well established and properly staffed, should play a major role not only in training but also in publishing and technical assistance. Some of the other principal functions which it should aim at discharging might be summarized as follows:

- (a) research on a practical level;
- (b) preparation of curricula and advice to other bodies on planning of training courses;
- (c) training of instructors generally and preparation of training materials, particularly those relevant to organization and methods;
- (d) studies of materials and equipment (with price lists) and advice on office furniture and equipment and on the construction of new administrative buildings;
- (e) technical libraries;
- (f) organization of special conferences, refresher courses, etc.;
- (g) regular publications including preparation of handbooks and manuals for distribution to all local authorities to assist local authority officials and non-officials in different aspects of their work; and
- (h) liaison with public administration institutes in other countries.

The need for institutes to employ teachers with direct practical experience of the problems of countries in process of development cannot be stressed too much. The successful administrator, particularly at the

local level, must develop practical aptitudes and be ready to encourage and assist local communities with their development projects. It is the job of institutes of administration to inculcate in their students a desire and determination to do this and be effective in meeting their country's needs.

8Q. "National institutes of public administration are usually located in national capitals and, while they might be able to meet the training requirements of officers responsible for urban administration of the capital area, special personnel and training arrangements are likely to be necessary for service in areas far from the capital. A distinction must be made between, on the one hand, national government officers who are assigned to work in regional and district offices and, on the other, the staff and councilmen of local authorities. While much of the public administration content of the training for both types of officials will be the same, the work-centered elements of training for local authority officials are distinctive and require special attention."<sup>1/</sup> In some countries such arrangements are carried out in training centres either run by the Government or collectively by the local authorities themselves, e.g. at Mzumbe in Tanzania and at Nsamizi in Uganda. Where this is done, the important thing is that there should be close collaboration between the agencies running the courses, the national institute of public administration and the government department most concerned. It has already been pointed out that it is desirable in the wider context that there should be co-ordination of all local government training on a territorial basis. Sometimes local arrangements can be made with other higher education institutions and even with neighbouring countries in launching additional joint training programmes or special courses, but such arrangements depend on administrative and political initiative which can only be brought about if there is effective co-ordination.

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<sup>1/</sup> From "Aims and Functions of Public Administration Institutes and some Problems of Technical Assistance in this field", E/CN.14/UAP/28/Corr.1, paragraph 30.

81. The danger sometimes exists, when a country first establishes its own institute of administration, that the Government, for reasons of economy, will wish to close down any existing local government training centre. This course of action is rarely justified if the new institute, through concentrating on training at a high level, is not able to provide courses for clerks of councils, committee chairmen, tax collectors and other key functionaries who perform a vital role in every local government system. If the new institute does not provide such practical training, many in the lower categories of the local government service will, in the absence of any other facilities, go untrained altogether.

Assistance from associations of local authorities and professional institutions

82. Professional personnel working in rural areas in the developing countries, as elsewhere, often complain of lack of contact with the wider world. They need refresher courses as well as opportunities to air their problems with colleagues. It is in helping to meet this problem that national associations of local authorities and other professional bodies can make an invaluable contribution by arranging for experiences to be exchanged both by circulating newsletters and technical publications and through organizing regular meetings. Professional institutions can also be invaluable in developing standards of performance and ethics. At a higher level the International Union of Local Authorities aims to satisfy this need also by disseminating the latest findings of local government research, not only in public administration but also in such specialized fields as public health, education and social welfare, and by organizing periodically international conferences of its members.

Use of mobile training teams and correspondence courses

83. Mention has been made of the mobile training teams which operate in Northern Nigeria under the aegis of the Institute of Administration at Zaria. Tanzania and Uganda have also run preparatory courses for councillors on a mobile basis. In this type of training a team of instructors goes out to a local authority headquarters and there, through

an interpreter if necessary, conducts courses for as many councillors, officials and non-officials as are able to attend. A United Nations public administration expert working in Uganda has reported that this practice has many advantages; "it enables the whole of one council to be dealt with at a time; it gives useful publicity in the country to the training programme; it gives the instructor an opportunity to meet on their home ground the people engaged in local government; it affords the instructor an opportunity to keep up to date on training needs and to evaluate the training already given".

84. Another method of training which is currently attracting considerable interest is training by means of correspondence courses. It is a subject which will be given detailed attention during this meeting. However, examination study of this kind can clearly only meet a part of the training needs of the local government service as a whole. While it may be highly suitable for training finance officers, for example, there might appear to be a limit to the extension of such methods to other types of administrative training in which there is no real substitute for the cross - fertilization of ideas that develops in a study or discussion group.

#### Internships and training abroad

85. Internships, usually arranged on the kind of work on which the trainee will be employed when he has completed his training, may last for several weeks or even months. Among the problems in this type of training, however, are that some trainees may be tempted to relax and enjoy the status of a guest in the local authorities to which they have been assigned while others may be ignored and given little or no attention by the officers responsible for their training. This difficulty could be lessened, perhaps, if local authorities were provided with a standard manual which they could use as a guide when training officials sent to them on internships.

86. With regard to in-service training abroad, unless overseas institutions plan and administer a special programme designed to serve students or officials from developing countries, their administrative training may be only of limited use. Trainees from countries very different from

that in which they are undergoing instruction may find the differences too great to bridge and may furthermore be unduly distracted by their changed circumstances. At present both senior and middle grade level officials are able to take advantage of fellowships offered for study overseas. One of the reasons why there is usually a rush on the part of trainees from developing countries to study overseas is that the diplomas granted by training institutions in developed countries often provide enhanced opportunities of promotion for their holders on returning to their own countries.

87. However, the usefulness and advisability of training overseas for middle grade civil servants seems questionable. Better opportunities to obtain medium level training in their own countries would make it possible to select genuinely top-level candidates who would be in a better position to benefit from the type of specialized instruction usually provided in training institutions overseas.

88. Where training abroad is considered appropriate, a short period does not give the trainee sufficient chance to settle down and adapt himself. On the other hand, a long period abroad may disassociate a man from his country, family and social background and make the process of readjustment on return more difficult. To meet this difficulty it has been suggested that, in spite of the cost, repeated visits are better than one long tour. Moreover, more energetic measures should be taken by Governments than has been the case in the past to ensure that students and trainees who have undertaken expensive courses of study abroad return promptly to the jobs and departments for which they have been trained for at least a stipulated number of years. In some developing countries lack of any type of Government control over the subsequent careers and movements of fellowship - holders returning from study abroad has led to an appalling wastage of trained manpower.<sup>1/</sup> There should also in every case

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<sup>1/</sup> It is pleasing to note that the Royal Institute of Public Administration in Britain seems to have taken the initiative in this matter in a prospectus recently circulated for a Study Course in Training Techniques to be held in London next September-December:- "The course is intended primarily for administrative officers who have been, or shortly will be, appointed to senior training posts. The Institute will require an assurance that those nominated are likely to occupy such posts for a reasonable time ahead".

be a vigorous appraisal of the results achieved some time after trainees have returned from their courses overseas.

89. The 1961 Cambridge Summer Conference recommended strongly that "the more advanced countries of Africa should consider accepting officers from other African territories on courses and attachments. Many of the problems of Africa are peculiar to that continent and the greater the exchange of ideas and experience within it, the greater will be the benefit to all concerned".<sup>1/</sup> The African Conference of Directors of Central Personnel Agencies or Civil Service Commissions and Directors of Public Administration Institutes reached similar conclusions about training abroad at its meeting in Addis Ababa a year ago. It was agreed 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.

"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".<sup>2/</sup>

90. Among the African countries which provide facilities for local government training, the Institute of Public Administration in Cairo arranges

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<sup>1/</sup> Report of the Summer Conference on Local Government in Africa (1961), page 45.

<sup>2/</sup> Report of the Conference, E/CN.14/291 dated 10 August 1964, Chapter III - Section G.



short courses (in English) as required, both practical and theoretical, for either individual students or groups from outside the United Arab Republic. The possibility of holding special courses at Egyptian universities during the summer vacations (between the end of June and September) is also under consideration. It is hoped that universities in other African countries might be able, eventually, to offer similar facilities during their vacation periods.

VI. ORGANIZATION FOR FOSTERING ON-THE-JOB  
TRAINING IN THE MINISTRY OR DEPARTMENT  
RESPONSIBLE FOR LOCAL GOVERNMENT AND  
IN MAJOR UNITS OF LOCAL GOVERNMENT

91. In many countries there is no department or section specifically responsible for training; in others, where there is a training organization, little or no attention is given to the possibilities of training within the local government service itself. As Donald Nylen put it in his paper presented to the African Conference of Directors of Central Personnel Agencies and Directors of Public Administration Institutes at Addis Ababa last May, "there appears to be little awareness that training can be a process which takes place within the organization itself, in which, perhaps with consulting assistance, staff members through analysis and discussion of the problems of operation can develop new understandings in their jobs and improve functioning of the system. Yet the problems within the system itself can provide the best source of training materials and the quickest avenue to improving staff performance."<sup>1/</sup>

In recent years special techniques have been developed both in industry and government to make on-the-job training effective. Although it is the type of training which occurs at all levels, it should normally be carried out by officials of some standing and seniority. It may range from briefing given to an administrator by a senior official of a large urban authority on the handling of a delicate council decision to actual instruction and demonstration in such duties as typing letters or answering the telephone. It may also take the form of a group of staff meeting called by a senior official with opportunity given to the staff not only for asking questions but also for putting forward suggestions. In some local authorities senior staff who may be called upon to assume responsibility for on-the-job training may themselves be untrained. All that can be said here is that, by virtue of their experience, they will at least be more competent than their juniors. In the long term, however,

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<sup>1/</sup> "Problems of Personnel Management and Training in Public Organizations and Firms in Africa," E/CN.14/UAP/21 dated 28 April 1964.

arrangements should be made for chief officers of local authorities to be given some assistance and instruction in the planning and execution of effective on-the-job training programmes for their subordinates.

92. The African participants in the 1963 United Nations Study Tour were impressed by the way in which specially trained personnel in several Indian States are used for on-the-job training. They visit local authorities and provide them with field guidance on their day to day problems and activities. These personnel have no special coercive authority and their function is to help the local authorities to develop into sound and efficient institutions. They have no punitive powers and do not interfere with local autonomy. This method of building training into the relationships between central and local government has more recently been adopted by Kenya where the Ministry of Local Government has developed an effective programme of combining field inspection (through local government inspectors) with on-the-job training.

VII. USE OF RESEARCH AND PILOT PROJECTS  
IN TRAINING AND OTHER METHODS OF  
KEEPING THE CONTENT OF TRAINING  
CURRENT WITH JOB REQUIREMENTS AND  
ADVANCES IN SCIENCE AND TECHNOLOGY

The research role of institutes of public administration and universities

93. Where an institute has only recently been established in a newly independent country, the first priority is likely to be training and consequently the institute's research activities will be mainly directed to providing material for teaching purposes. In many countries this basic information does not exist and needs to be assembled from government and local government legislation, records of council proceedings, annual reports and so on. Eventually, when this immediate need has been met the institute is likely to be able to devote more time to consultation and the use of research for the improvement and analysis of administrative practices and procedures, for example, those relevant to financial and personnel administration. Comparative studies on the way different Governments have tackled specific development problems or the assembling of case studies for teaching purposes are other examples of appropriate types of administrative research work. Again, economists usually have neither the time nor the knowledge to study non-economic factors that may influence economic development, especially at the local level. All this points to the need for closer co-operation with other disciplines in research as well as in teaching, and for the factors that contribute to the success of local government and its contribution to the development process to be kept under continuous review and scrutiny. In the field of urban local government the United Nations Workshop on Urbanization in Africa held in Addis Ababa in 1962, "attached great importance to continuous study and research on urbanization problems, drew the attention of universities to the need for active steps in those directions and considered that the experience of physical planners both in the central and local government services should be fully utilized in any research programmes."<sup>1/</sup>

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<sup>1/</sup> See Report of the Workshop, ST/TAC/SER.C/57, paragraph 115.

Two problems arise here, firstly, the difficulty of finding trained staff for research work and, secondly, the extent to which the same staff should be required to do both teaching and research. Many countries undoubtedly for some time ahead will have to look for outside help in resolving these problems.

Combining research and training

94. The Pakistan Academy for Rural Development at Comilla in East Pakistan, functioning as a senior school for training officers whose duties are concerned with rural development has, in the past years, done pioneering work and amassed valuable experience in combining research and training in the field of local administration. From the beginning it was seen that training courses would have only a minimal effect unless the instructors could acquire a practical as well as a local bias and be able to apply general principles to local realities. Appreciating this need the Government allowed a compact administrative unit of 107 square miles and a population of two million in East Pakistan to be used as a laboratory area. Here experimental projects using living facts and problems were set up and theories were put to the shattering test of action. Thus gradually, over the years, material has been collected which can be turned into working models for the benefit of those being trained. A manual outlining procedures has been written and several hundreds of officers, destined to be the chief agents of social and economic change in the rural areas, have been intensively trained. The aim is to maintain a spiral of training, evaluation, revised procedures and finally better training.

95. The United Arab Republic has under consideration a similar scheme for combining training and research, the essence of which would be the establishment of a central institute devoted to local government research with three ancillary training centres to be developed first as pilot projects in three different types of areas, viz. urban, rural and desert. From the experience gained in these three pilot centres it is hoped to establish eventually a total of 24 training centres, one for each governorate, to cover the whole of the country's local government training needs. These centres would be responsible for large-scale training programmes devised to meet the particular needs of each governorate. Training

of elected members would be included - a highly important field of training which has hardly been touched so far. In addition to training the centres would collect local problems and submit them to the central Institute for analysis, research and solution. The Institute, for its part, would then work out priorities and conduct research into the types of problem that were nationwide or common to several governorates, e.g. councils' sources of revenue, relationships between units of local government and the field services, planning arrangements and so on. At the same time the Institute would support and backstop the outlying centres in arranging their training programmes.

Keeping the content of training current with advances in science and technology

96. The all important point that every institute and training school in the developing countries, whether of long standing or newly created, should continually develop and revise its curricula, teaching methods and course materials to keep pace with changing local government requirements and new technologies has been stressed several times. There is little doubt that the next few years will see the duties and responsibilities of local governments in many African countries increase very considerably. With its new roles and activities expanding all the time into fields hitherto the preserve of central government or of other agencies it seems prudent to be ready for possibly fundamental changes in working methods regarded as suitable to date. Among such changes an increasing use of administrative mechanization and automation is likely to be high on the list. In a matter of years, for example, items of equipment such as addressographs, bookkeeping and calculating machines and eventually electronic computers for the processing of data needed for the preparation of development projects may be regarded as natural in the larger units of local government as is the use of telephones and typewriters today. In considering the possibility of developments of this kind and the complicated problems of training which they will bring with them, one positive thought is that, whereas in a developed country with a well established system of administration it is usually difficult to introduce new

methods and techniques without a lot of fuss, this is often not the case in a country in the throes of development where novel techniques like automation and mechanization, because they are rightly regarded as symbols of progress, will often find a propitious terrain. Research institutes in the developing countries should bear this in mind.

### VIII. TECHNICAL ASSISTANCE IN LOCAL GOVERNMENT TRAINING

97. With regard to local government teaching and study materials it was pointed out in paragraph 71 that one of the main problems in this field is that many of them are of very limited or of no usefulness at all outside their country and language of origin. A curriculum of studies has to be created which is strictly adapted to local needs. Until this is done the use or translation of foreign text-books can be no more than a makeshift. The ultimate solution lies in the preparation of original works and material corresponding to the peculiarities and mentality of the country concerned. For this reason it is unwise for the United Nations or any foreign technical assistance agency to design at Headquarters curricula and course materials for local government training projects throughout the world. In every case a local solution is required and not a generalized one and this must be worked out by the staff of the institute or training centre on the spot assisted, if possible, by international experts working in the field who are then, in a practical way, able to apply their own experience and knowledge to the requirements of the country or region concerned. Efforts to develop an indigenous literature of local and municipal government are, in fact, proceeding at various speeds and with varying degrees of success in many of the developing countries of the world, notably in India, Pakistan, the countries of Latin America and, inside Africa, in Nigeria, the United Arab Republic, Uganda, Zambia and other countries. These efforts need certainly to be continued and expanded since the needs to which they are directed represent a major limiting factor on the direction and pace of economic development in the nations concerned. As has been suggested before, valuable outside assistance can be given in this important field by assigning experts with appropriate experience to universities, institutes and schools of local government where such work is being undertaken.

98. Attention was drawn in the previous chapter to the need in many of the developing countries for assistance with the organization of short courses specifically concerned with research methods and techniques.



Such courses might achieve the maximum effect and could be planned most conveniently if they were organized on a sub-regional basis.

99. In Chapter V it was suggested that international and bilateral agencies should do everything possible to help develop and expand medium-level centres for training in the developing countries, proper attention being given in all such programmes to meeting the needs of local government. The establishment of national (or regional) training institutions and other agencies designed to improve local government systems and lead ultimately to increased productivity can sometimes qualify for assistance from the United Nations Special Fund. Assistance of this type has already been given to a number of African countries, notably Ghana, the Somali Republic and Niger.

100. The United Nations Intermunicipal Technical Assistance Programme, established in collaboration with the International Union of Local Authorities, provides a means whereby cities in developing countries can, with the approval of their national Governments, obtain the services of senior officers and the use of training facilities of cities in other countries. The donor cities continue to pay the salaries of officers whose services they make available without reimbursement for periods up to six months and the United Nations pays the travel and per diem costs involved. A municipality seeking assistance under this Programme has to apply to the International Union of Local Authorities (IULA) in The Hague. IULA finds a city in another country that can provide the assistance requested and submits proposals to the United Nations for financing after technical review by the office concerned and approval by the member Government of the city requesting assistance.

101. Fellowships for study or attendance at training courses abroad constitute another useful form of technical assistance - provided always that Governments and the Fellows themselves adhere strictly to the purposes for which they have been awarded.

102. All requests for assistance from the United Nations must be initiated or approved by the Government concerned. In most countries a special national office has been designated to co-ordinate all forms of technical

assistance and to serve as a channel for external assistance. In most African countries there are Resident Representatives of the Technical Assistance Board (UNTAB) who are accredited either to single countries or to two or more countries or territories. They assist Governments in programming and co-ordinating the technical assistance of the United Nations and its specialized agencies. The office of the UNTAB Resident Representative can provide additional information on technical and financial assistance available through the United Nations and the specialized agencies. If technical advice is needed in order to formulate a request for assistance, arrangements can usually be made for the Regional Adviser in Local Government or one of the other advisers in public administration at the United Nations Economic Commission for Africa to visit the country for this purpose.

## IX. CONCLUSION

103. Growing populations, the demand for better education, improved health services and a higher standard of living have, almost everywhere, increased the work of local government. Its traditional services are expanding at an unprecedented rate and new ones are being added. Total expenditure has multiplied and if revenues have not kept pace indebtedness in one form or another or central grants have increased proportionately. Looking to the future the possibility has already been noted of progressively strengthening many functions of local government through mechanization and automation, e.g. project preparation, compilation of payroll accounts and the analysis and synthesis of much data relating to population trends, land use, transportation and the management of public utilities. But whether operating the machinery of the future or dealing with the more mundane but equally urgent tasks of the present, local government in Africa can never be properly conducted without enthusiastic, dedicated and well-trained personnel. In the preceding chapters it has been shown that the field of local government is now so wide that a great deal of technical and specialized knowledge is involved. A mere routine knowledge of the basic principles of local administration, while it must be firmly embedded in the foundations of any training programme, is no longer adequate. In this connexion the Seminar on Central Services to Local Authorities at Zaria in 1964 stressed once again the undesirability of adopting foreign practices and methods wholesale. While those basic inherited or foreign practices which do not vary should be applied, others should be adapted to suit local conditions or regarded as stimulants in the search for indigenous solutions.

104. The first and most difficult task is nearly always to find staff of the right calibre. To make local government successful in developing countries the administrative and technical personnel have to be chosen as much for their sympathy and understanding of the problems of local democracy as for their professional competence and they need to receive special training for their new educational role as teachers, counsellors and exponents of new ideas and methods. The more they are systematically

trained, the higher will be their standards of professionalism and this will lead in turn to an interest in the job transcending politics; professionalism will help also to render them less and less susceptible to external political pressures and interference.

105. Development operations and training must be closely related. Local officers must be trained fully and then trusted with both resources and responsibility. If a policy of decentralization is to produce results, local institutions must be given the means to go forward under their own steam. And this is perhaps one of the hardest lessons for public administrators in developing countries to learn - or to teach.