

UNITED NATIONS
ECONOMIC
AND
SOCIAL COUNCIL



Distr.
LIMITED

E/CN.14/UAP/41
7 May 1965

Original: ENGLISH

ECONOMIC COMMISSION FOR AFRICA
Orientation Course in Local Government Training
Addis Ababa, 17 May - 3 June 1965

LOCAL GOVERNMENT TRAINING FOR DEVELOPMENT

with special reference to experience
in Northern Nigeria^{1/}

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TABLE OF CONTENTS

		<u>Page</u>
CHAPTER I	PREREQUISITES FOR THE PLANNING OF LOCAL GOVERNMENT TRAINING FOR ECONOMIC AND SOCIAL DEVELOPMENT	1 - 6
CHAPTER II	OBSTACLES TO THE DEVELOPMENT OF POSITIVE LOCAL GOVERNMENT TRAINING	7 - 15
CHAPTER III	THE EXECUTION OF A PROGRAMME IN DEVELOPMENT ADMINISTRATION FOR LOCAL GOVERNMENT	16 - 21
APPENDICES		
I	OUTLINE OF APPROVED LOCAL GOVERNMENT PROGRESSIVE TRAINING SCHEME FOR NORTHERN NIGERIA	1 - 13
II	LOCAL GOVERNMENT TRAINING STATISTICS 1961 - 1965	1 - 3

I. PREREQUISITES FOR THE PLANNING OF LOCAL GOVERNMENT
TRAINING FOR ECONOMIC AND SOCIAL DEVELOPMENT

1. Policies of social and economic development are the cornerstone upon which nation building is in progress in all the newly independent States of West Africa. The process of development necessarily involves far-reaching changes, which must inevitably involve local government in the larger countries in view of the massive contribution which a viable system of local government can make towards the implementation of a national development plan. No government can ignore for long a road-block in the way of development. There are indications that both the indigenous traditional systems of local government encouraged and maintained by the colonial policy of indirect rule and the more modern and sophisticated "English" conciliar authorities developed after the second world war are in difficulties to meet the demands of national planning. There are also indications that training for local government is inadequately planned to meet the challenge of change and to provide the personnel required if the human and financial resources of the provinces are to be mobilized and utilized freely in the national interest. In a new state both the central and local governments are necessarily in competition for trained manpower. If local government is to contribute effectively to development, steps must be taken to ensure a supply of specially trained staff into local government to offset the outflow of experienced officers to the centre which seems to be a characteristic of the process of decolonization. Yet local government training programmes in Africa still have a dusty, prosy appearance, reflecting bygone needs and the so-called "nuts and bolts" approaches beloved of the professional establishment officer, which contrasts sharply with the highly imaginative public administration programmes which are in design to produce recruits for the higher echelons of the central public service. Local government service is in danger of becoming not only old-fashioned but highly unpopular as a career, a second choice of the second best candidates, and a face lift is required urgently if standards in local

government are not to decline to a point where its ineffectiveness will stagnate and frustrate the national purpose. The planning of any training programme is a multi-stage process. The first step involves research aimed at a study of the situation to determine what is happening and what is the interplay of forces and factors which is making for change. Secondly, the results of the research must be honestly appraised to enable a forecast to be made of what is likely to happen if no programme is designed or no modification of existing programmes undertaken. Occasionally factors are at work which will release trained manpower to work in a particular sector and absolve the training institution from the necessity to design a special programme. In other words, the review of needs must comprehend the total manpower situation, including an analysis of the throughput of the national training effort in all relevant or associated fields. For instance, the central government may be in surplus of accountants in training as a result of the installation of a computer or other technological aids, whereas such people can be made available to local authorities whose needs are for manual accountants and intermediate techniques. The third stage is to plan the curricula of any new courses required with the object of meeting the needs disclosed by the investigation. Curriculum programming for development is itself a complicated technique and institutions frequently short-fall at this stage either because the training officer becomes too closely wedded to his own particular brainchild or because he is too conservative in his loyalty to earlier training commitments which he has devised in the light of his past and often irrelevant experience. Whilst decisions on the formulation of a curriculum must show due respect for the conclusions of the investigation into needs, there should never be an irrevocable commitment since flexibility is necessary to keep up with change and to correct a mistaken diagnosis of its consequences. The earlier processes are thus continuous with the development of the programme if the information is always to be at hand upon which changes in the curriculum should properly be undertaken. The final stage is to mount the courses in the institution

to ensure the delivery of trained manpower as rapidly as possible. A training programme which does not produce is worthless and, only too often, a picture is presented or training effort postponed because further research is necessary or of courses extended or modified to an extent that the student is confused because he cannot see the limits of what he is expected to accomplish. Further research and postponement are often resorted to as a device for avoiding uncomfortable decisions on national or local government policy. In working out the training implications of a government's policy and in anticipating change, it is no part of the function of a training establishment to be an apostle of revolution. If these propositions are accepted it is clear that the role of the training officer in devising training for development administration is highly complex and delicate. Administrative arrangements to co-ordinate the work of Ministries and Local Governments with that of the training institution must be comprehensive and adequately impersonalised to ensure that all does not depend upon personalities and personal contacts which can at best be highly capricious and at worst disastrous. A function of any machinery established must be to assess the extent to which change is affecting job patterns. Without adequate assessment techniques, the management of change and generalizations about change by social scientists are based upon judgments of doubtful scientific value.

2. With these basic considerations in mind it is appropriate that the Director of the Institute of Administration at Zaria should draw heavily upon the experience of Northern Nigeria in considering problems of local government training. This experience cannot be inappropriate in most of Africa south of the Sahara since Northern Nigeria is a State the administration of which is decentralised to local authorities to an extent not seen elsewhere in the developing world and which is the home of a scheme of local government training so extensive that it has been described by a well-known expert, Dean Donald Stone, as the most comprehensive operation of its kind outside of the imaginative and successful programmes in

Yugoslavia. A new facts and figures will serve to illustrate these points. Northern Nigeria is the largest of the four Regions making up the Federation of Nigeria and has a population of 29 millions. The Region is divided up into thirteen Provinces, the administration of a Province being the responsibility of a Provincial Commissioner who is politically appointed at Ministerial rank but who is not a member of the Cabinet. The Province is further subdivided into administrative divisions to facilitate more direct contact with the native authorities. There are 71 Native Authorities covering the whole country except for the capital territory of Kaduna, three townships on the periphery of large cities and two special development areas - one for the Niger Dam and the other providing for the large sugar producing area at Bacita. These exceptions represent less than 10 per cent of the population. A number of the Native Authorities are responsible for the administration of population exceeding the population of many independent African States. For example, the Kano Native Authority, with over 800,000 adult male tax-payers, controls a population in excess of 4 millions and Sokoto, with over 500,000 tax-payers, over 2 millions. By contrast some Authorities are relatively small, with less than 1,000 tax-payers. All are established under the Native Authority Law, usually under the presidency of a Chief, invariably with authority vested in a Council. Some Councils have a majority of elected members, most but not all have some elected members. The Native Authorities are responsible for the following:

- (a) The maintenance of law and order within the area of their jurisdiction;
- (b) Services required by the Ministry for Local Government and other Ministries of the Regional Government;
- (c) Services as the agent of the Central Government, e.g. maintenance of trunk roads; and
- (d) Commercial undertakings.

The Native Authority Law specifies the powers available to Native Authorities. Native Authorities are responsible for:

- (i) Education and Public Enlightenment;
- (ii) Medical and Health services;
- (iii) Public Works;
- (iv) Judicial and Courts Administration;
- (v) Police and Prisons;
- (vi) Welfare Services;
- (vii) Development of Trade and Industry, and
- (viii) Development of Natural Resources.

3. This lists reveals the extent to which local government in the Northern Region must necessarily be involved in the implementation of the national development plan if it is to be effectively implemented in the Provinces.

4. The total revenue of the Native Authorities in 1964/65 is estimated at £14,170,291 as against £10,434,949 in 1959/60 and estimated expenditure for 1964/65 is £13,703,747 against £10,499,458 in 1959/60. The total capital reserves of the Native Authorities are estimated to be £8½ million despite heavy expenditure on development. During the first Five Year Plan between 1949-1954, Native Authorities expended £4,483,318 on planned development projects. In the second planning period 1954-1959, expenditure rose to £6,637,944 and in the National Six Year Plan for 1962-68, the Native Authorities are committed to expenditure of £12,580,087, of which £10,355,194 is to be raised from their own resources. The Northern Regional Plan calls for a total Regional expenditure on development of £98,803,494, more than 10 per cent of which is to be contributed in capital by the Native Authorities. Perusal of the Regional Plan indicates that in addition to executing their own share, the Native Authorities are expected to assist the Regional Government on an agency basis in promoting works in the Provinces. Trained and experienced staff are therefore required in larger numbers than would be necessary if the effort of the Native Authorities was to be discharged in isolation.

5. In implementing its training directive towards Local Governments, the Institute of Administration between 1954 and 1961 trained many thousands of local government officials but between 1961 and June of 1964, the programme was stepped up and out-turn of local government officials trained in this period was 29,183, a figure which includes the training of 259 instructors and 369 officers on advanced courses. Training policy has recently been reviewed to ascertain ways and means of stepping up its effectiveness. The review necessarily took account of the impact of development and a number of factors which are discussed below as of general interest to training establishments in Africa.

II. OBSTACLES TO THE DEVELOPMENT OF POSITIVE LOCAL GOVERNMENT TRAINING

6. In a local government system such as exists in Northern Nigeria the traditional native authority with its Ruler and traditionally appointed office-holders is blended with more modern ideas drawn largely from English practice which result in the appearance of a proportion of elected councillors and the introduction of a system of appointment by merit and qualification under the strong pressure of the Regional Ministry of Local Government. To what extent, therefore, may it be said that patronage appointments have been superseded by a merit system? Evidently a large measure of power is in the hands of the traditional authority, although pressures for efficiency and increasing political awareness are compelling increasing interest in the employment of qualified staff and promotion by merit. However embarrassing discussion of the issue between a spoils and merit system may be, a frank answer to this question must be sought by the training officer. Training for a system in which patronage plays a large part in the appointment of staff necessarily involves training the persons who secure employment. Unless the responsible Ministry is prepared to refuse to confirm the appointments of officials who do not hold minimum qualifications for the posts, a spoils system can only produce an uneven pattern of staff development throughout the country. The training provided must be designed for staff who are in the jobs rather than for qualifying persons to apply for jobs. The institution must design a curriculum to help a person to become more efficient in his job, whatever his educational background may be and the output of the programme will therefore reflect many different levels of attainment. The Institute of Administration at Zaria between 1954 and 1958 was responsible for a most effective programme of this type. A merit system presents an entirely different set of problems in that entry qualifications may be established and training targets designed for intensive professional education towards degrees, diplomas

and certificates representing an even standard of attainment. Northern Nigeria would appear to be in need of both types of training - a large-scale programme for all comers in the traditional system and a smaller intensive effort to produce highly qualified professionals who will man the key posts in local government concerned with the planning and execution of development programmes. Ministerial control would appear to be necessary to ensure that the salary structure of the local governments is such that they can afford to attract qualified staff and that the appointment of a qualified person is secured whatever the local machinery of appointment may be. There are obvious difficulties involved in establishing a centralized control over local government appointments where local connexions and influence will always tend to be asserted in the interests of maintaining the local character of the administration, especially in a country like Northern Nigeria where affiliations with a traditional local government system are immensely strong and, paradoxically perhaps, the very cement in the fabric of national unity. The British have achieved the purpose by the manipulation of a grants-in-aid system, Western Nigeria by establishing a quasi-independent Local Government Service Board. It would be interesting to hear of developments in the Sudan, where it is understood that a central service has been established initially from the former administrative cadre which functions not only as an inspectorate but also as a direct supplier of executive staff to the local councils, officers so appointed being at the disposal of the Central Government and employed by the local authority on secondment terms under Government conditions of service.

7. Secondly, it is common experience that decolonization initially strips local government of its most effective staff. The newly independent state attracts staff to the centre, not only in the effort to replace foreign administrative and technical staff as soon as possible but also to further the economic and social development which is the objective of all developing countries and to provide the many services, including overseas

representation, which were formerly provided by the metropolitan power. Successive international conferences have discussed the dangers to a developing state of an excess of decentralization and deconcentration. A development effort too thinly dispersed may be unproductive and wasteful and a policy of decentralization can carry with it possibilities of the growth of secessionist movements and splinter groups. It is also characteristic of the pre-independence experience of many States that as the colonial power relaxes its hold, pressures to decentralize develop as part of the armoury of the nationalist movement to expedite the process. There is therefore an inevitable pull back after the attainment of independence in the interests of national unity and the ablest officials at the periphery are attracted to the centre by the wider prospects of a career in politics or the indigenous civil service. The new government thus resolves its short-term staffing difficulties at the expense of the less attractive local government service. Everybody endeavours to move up the ladder. A training problem arises for all the local authorities, which must be resolved if there is not to be a serious drop in efficiency to the detriment of development. For instance, published figures in Northern Nigeria reveal that the Native Authorities were in fact substantially disinvesting between 1959 and 1961 due to shortfalls in revenue and the running down of capital reserves at a time when they were losing numbers of trained staff to Government and government revenue was buoyantly supporting large-scale expansion. Recovery after 1961 has been progressive in terms of actual expenditure and capital accumulation notwithstanding a substantial investment in development. Whilst it would be unwise to attribute this shortfall entirely to manpower deficiencies, there is no doubt that a good measure of the recovery is due to the drafting in of newly trained staff from the training establishments.

8. It should not be assumed by the training institution that the re-training task for local governments will be resolved by a repetition of the programmes which were effective in the latter days of the colonial regimes. Whilst the teaching of established techniques and in particular

the routine of financial management remains the core of any "nuts and bolts" programme and must continue to be effectively taught, the role of the local governments within the state and, in particular, the apparatus of co-ordination of local government by the central government have changed considerably and these developments must be reflected in any curriculum devised for local government employees and for those officials of the central government concerned with administration in the Provinces. Development planning, for instance, should not be the exclusive preserve of professional economists and civil servants resident in the State capital but it will tend to remain so until officials in the Provinces and local governments are competently trained to make a realistic contribution from the periphery. Without this support, an over-centralized planning machinery can degenerate into a sophisticated paper exercise. Local government officers must be weaned from the over-simplified but common approach to development as simply a matter for provision of a school, a dispensary, market stalls and a district council chamber for a village. They should plan in terms of social investment in tandem with positive contributions to economic growth. Published estimates figures for the Local Government Development plans in Northern Nigeria, as shown in the table below, closely reflect parallel developments in other African countries in the immediate pre-independence period and post-independence planning. Large investment in social development, particularly in education, is undertaken with a correspondingly poor investment in wealth-producing projects.

	<u>1949 - 54</u>		<u>1954 - 59</u>	
	<u>Total</u>	<u>%</u>	<u>Total</u>	<u>%</u>
Agriculture	£266,996	5.9	£240,602	3.7
Education	924,060	20.6	1,258,868	19.5
Forestry	50,235	1.1	80,068	1.2
Medical	351,459	8.0	475,291	7.4
Veterinary	126,674	2.8	171,145	2.7
Communications	580,662	12.9	1,094,763	17.0
Public Buildings	520,231	11.6	868,360	13.4
Urban Development	188,724	4.2	417,941	6.5
Rural Development	492,614	11.0	664,916	10.3
Public Utilities	128,041	2.9	713,207	11.0
Miscellaneous	639,200	14.2	233,750	3.6
Unallocated	214,422	4.8	239,083	3.7

					<u>1962 - 68</u>	
					<u>Total</u>	<u>%</u>
Agriculture	...	...	...	...	£620,123	4.9
Education	...	...	...	...	4,487,185	35.7
Forestry	...	...	...	...	327,299	2.6
Medical	...	...	...	...	1,040,025	8.3
Veterinary	...	...	...	...	535,976	4.3
Communications	...	...	...	...	1,346,143	10.7
Public Buildings	...	...	...	...	1,287,192	10.2
Urban Development	...	...	...	...	1,080,204	8.6
Rural Development	...	...	...	...	1,048,168	8.3
Public Utilities	...	...	...	...	470,510	3.7
Miscellaneous	...	...	...	...	336,660	2.7

These figures contrast sharply with the over-all development plan of Northern Nigeria for 1962-68, which reveals a total planned expenditure of £64,371,018 on projects directly contributing to economic growth out of a total plan before revision of £98,803,494. Whilst it is agreed that the comparison is to some extent unfair in that the Native Authorities have **unavoidably** large commitments to the development of primary education, there are conclusions to be drawn from these figures which would suggest that training programmes for local government should provide instruction in the techniques of planning to ensure that established approaches to the problem under scientific review in the Provinces. An equally strong case can be made out for public finance since the local government revenues have been relatively inelastic over the fifteen years period and are narrowly based upon personal and animal taxes whilst the Regional Government has progressively diversified and doubled and redoubled its income as the prosperity of the country has increased.

9. Additionally, the training programme must take into account the social consequences of development, by no means all of which are generated by the local authorities themselves. Sometimes one is aware of a wistful hopefulness lurking in the more rural and stable communities that the old order will remain unchanged. But in Northern Nigeria the growth of cities is

proceeding apace as employment possibilities increase with the establishment of industries and the increasing volume of commerce. Urbanization is creating enormous problems for local government in the East and Mid-West of Nigeria as the oil discoveries are exploited. The construction of the Niger Dam will result in possibilities for agricultural development and cheap power will accelerate the process of industrialization. The staff of local governments must be prepared to live with and to administer change. Effective control of the social and governmental problems which change precipitates, must be maintained and the accompanying evils mitigated by positive action. If local government is unable to rise to these tasks, the central authority will be obliged to step in with substitute arrangements.

10. A feature of decolonization in Africa has been the development of new administrative relationships between the Central Government and the localities. Nowhere has the administrative steelbrace provided by the colonial type district officer survived without substantial modification. In some countries the system has been abandoned completely in favour of direct contacts between the centre and the local governments. In others, such as Northern Nigeria, indirect rule has survived to an extent with a class of depoliticised professional administrators acting as the agents of central authority in the Provinces under the direction of politically appointed Commissioners. Other countries have politicised the professional element and some, particularly in the early stages of independence, have attempted a separation of functions by maintaining in the Provinces an uneasy duality of authority between the professionals and the politicians. Whatever the variant adopted, training for local government service will not be fully effective if it is not accompanied by a parallel scheme for training and reorienting the central government's officers responsible for the supervision and co-ordination of local government in its relationship with the centre. Tough bureaucratic opposition to change is occasionally met at this level. Many officers who have themselves made adequate adjustment without realizing the fact will continue to press for training in the outmoded skills for which they themselves have no further use, simply because such training was an essential

feature of their own administrative education. This attitude is not surprising if consideration is given to the speed with which old functions have been abandoned and new roles assumed in the space of less than half a decade. In Northern Nigeria, for instance, it was completely appropriate less than three years ago to spend a fair proportion of available training time in instructing a district officer in the complicated techniques of customary courts supervision. Now the district administration has no authority in these matters and such skills are redundant. Similar conclusions would probably be drawn now upon close analysis of a good part of the curriculum drawn up for the pre-independence Administrative Service Training Courses at the Zaria Institute or elsewhere in British Africa in so far as these courses were not concerned with the generalities of administration. Whilst the versatile and intelligent officer in the field will no doubt continue to solve many of his problems with a pragmatic empirical hit or miss technique, the training institution has a role in establishing guide-lines which can minimize the possibility of mistakes in the complicated subjects of planning, public finance, urbanization, administrative organization and the like. In contrast with the man in the Ministry, the administrative officer in the field does not enjoy the direct support of a highly integrated secretariat in his day to day decision-making. He is often called up to advise upon or decide issues without the possibility of discussion with colleagues. A weakness of the national planning organization is over centralization and the inability of the local authorities to play a full part in planning because of lack of expertise. The district officer has an important advisory role in relation to the Local Authorities which could be critical in assisting in the rationalization of rural development and its integration into the National Plan in meaningful terms and there is no doubt that his training should adequately reflect this aspect of his work. Joint training with senior local government staff achieves this particular objective more effectively.

11. The planning of training also involves an O. and M. task in that functions must be identified and staffing needs defined in modern terms. The introduction of conciliar techniques and the restructuring of the relationship between the central and local governments must necessarily produce change in work patterns. Factors such as urbanization, industrialization, modern farming techniques and the expansion of services provided by the local governments inevitably give rise to staffing needs which can only be met by a sophisticated and flexible training arm. The recurrent problem is that up-grading and intensification of training appears to result in a drift away from local government into more attractive fields of employment as the market value of the qualification is improved. This trend is especially evident at a time of expanding manpower demands by central government and commerce and industry. Pressure for high level training must therefore be co-ordinated with a revision of local establishments and conditions of service to ensure that local government service is attractive and competitive. Where this factor is ignored and inducement is not offered commensurate with qualifications obtained, advanced training programmes can result in a disinvestment by the local governments of trained personnel. Furthermore, in so far as trained staff are absorbed in employment other than that towards which the training was designed, a side effect is a misdirection of the training effort and consequent waste of scarce training resources.

12. Mention has already been made of the extension to the Provinces by the Central Government of some form of political representation exercising authority over the provincial bureaucracy and discharging, either directly or through the bureaucracy, the function of the Central Government to control the activities of the local governments to ensure that national objectives are duly met and that the powers delegated by legislation to the local governments are properly carried out. In Northern Nigeria, a local government now looks to the Provincial Commissioner for political leadership and to the administrative service for technical guidance. A dichotomy has

thus replaced the former colonial arrangements in which both functions were discharged by the district officers and their superiors in the official hierarchy. Local government in Africa can no more be insulated from political influences than it can elsewhere in the world but this is not to say that native authorities nurtured for half a century or more in the benevolent paternalism of indirect rule necessarily find easy the transition from bureaucratic to political subordination which these changes imply. Both the residual bureaucracy and the local governments have to learn the new techniques of administration which are implied in the shift of authority to popular representative government. A political government ultimately relies for its survival upon its acceptance by the governed; a fortiori the success of vigorous policies of social and economic development is dependent upon the active support of the people. If local government is to participate effectively in this process, training must not be limited to its employees but should include programmes of public enlightenment as well as courses designed to assist elected and nominated and traditional members of councils in the understanding of the functions of their officials, the constitutional standing of their own authority and their political and social responsibilities towards the public.

III. THE EXECUTION OF A PROGRAMME IN DEVELOPMENT ADMINISTRATION FOR LOCAL GOVERNMENT

13. Without making any claim that the foregoing analysis in any way exhausts the questions to which answers must be sought, what kind of training programme would be appropriate to ensure that the local governments in Africa are properly staffed to participate effectively in national development?

14. Firstly, it is important to establish a consultative machinery through which the views of the Government, the local authorities and the training establishments can be co-ordinated and training policies formulated.

15. Secondly, it is clearly in the national interest that those responsible for the political government of the country should be ultimate arbiters of what should be done. Not only is it difficult to see how a training policy could be mounted successfully in the face of opposition from the government of the day, it is also appropriate to remember that all local government in Africa is government by delegation and the ultimate responsibility in the event of a breakdown rests with the Central Government: hence the saving powers vested in Ministers in the legislation of the various territories maintaining a system of local administration.

16. Thirdly, where local government is carried out through traditional authorities, the programme will necessarily differ significantly from a programme devised for a Western type of authority founded on the elective principle with or without direct participation by central government officials. In Northern Nigeria it has been found desirable to promote two distinct training streams to deal, on the one hand, with the traditionally appointed office-holders and, on the other, with the service appointed local government officer or civil servant. Where the local government system relies upon the interaction of both groups, development objectives will not be furthered by neglecting the training of either group or in losing any of the many opportunities of building bridges between them which might be offered by an enlightened training programme.

17. Fourthly, the programme should be designed to meet the specific staffing needs revealed by the O. & M. study and the job analysis. The object is to provide professional training at all levels and progressively thereby ensuring that not only may a student be equipped with the tools of his immediate task but that he may anticipate advancement through progressive course work which enables him to return to the institution after periods of field work. The admixture of field experience with course work provides the local government service with an opportunity to participate with intensive "on the job" training of the officer. Providing the officer in training is permitted to escalate within the system as he gains in experience and shows ability to discharge responsibility, a system of progressive courses can provide highly desirable incentive. If, however, the result is that the competent person is not released for further training in his turn because his usefulness makes it hard to spare him, efficiency and good performance are at a discount and the weaker officials benefit. This danger is increased where patronage and nepotism influence staff development and student selection.

18. Fifthly, the development of a series of progressive courses suggests that a developing country should deploy scarce training resources across the board to achieve its objective at all levels. Local government training comprehends training at University level and in higher technical and professional institutions, Institutes of Administration and special schools for local government work, "on the job" training and extension work, training in the vernacular and, where necessary, in the official language if this differs from the common tongue. It involves not only the instruction of local government employees, actual and prospective, but of specialist instructors at all levels. A progressive training scheme involves the erection of a training pyramid embracing all the educational resources which can be mustered to the task and which allows the student to progress from the humblest posts to the highest echelons of local government service if he has the ability and tenacity of purpose. The

scheme must also provide entry points up the ladder for suitably qualified staff joining the local government service in midstream. To achieve the necessary degree of co-operation between institutions, not all of which are under the control of the Government and some of which may be within the jurisdiction of different Ministries, requires careful co-ordination.

19. If the development of efficient local government service is regarded as essential to the execution of a national development plan, then high priority must be given to the building of the training pyramid. No institution should be encouraged in obstruction or retreat behind the barriers of autonomous status or in the erection of unrealistic qualification hurdles or in outmoded reliance upon metropolitan standards.

20. Sixthly, the programme must be comprehensive and include any aspect of the jurisdiction of the local authorities which contributes towards the establishment of the public image of local government. Although the customary courts, for instance, make no direct contribution towards economic growth, if their work is inefficient or corrupt and if the local government is responsible for their administration, the over-all reputation of local government suffers and the public enthusiasm for locally directed development projects is likely to be affected. Thus there may arise a justification for the training of the personnel of the customary courts quite independently of the requirements of the judiciary.

21. Finally, the administrative training programme should be a fine blend of academic and professional work. For service in the senior echelons concerned with the planning and execution of development programmes, a solid academic base in the social sciences and, in particular, applied economics is desirable. Whilst the academic content of the programme might be expected to intensify as the training progresses, no course should be established which does not make some contribution towards strengthening the academic base of the student. Some institutions are inhibited by commitments to so-called "nuts and bolts" course work which, whilst no doubt

necessary to a limited extent, particularly in mounting a "crash" programme to meet an immediate need, is often undertaken in the mistaken belief that it is a substitute for "on the job" training in the acquisition of facility in mastering routine techniques. In assessing the academic filler required in meeting the over-all need, local government training should not evolve in isolation from other programmes concerned with public and development administration. There are special difficulties inherent in the wide spectrum of the local government training problem in Northern Nigeria, the necessity to teach in various vernacular languages, the traditional office holders, the widely different standards of literacy and the rigid attachment to principles of administration laid down in the heyday of indirect rule. Whilst these matters necessitate a considerable programme independently launched to deal with a chronic state of emergency, the fact remains that there is no especial mystique about local government which per se requires special treatment. Higher education in public administration necessarily involves the study of local government and the basic techniques of administration are common property in the public sector.

22. In Northern Nigeria, the identification of the Institute of Administration with Ahmadu Bello University has accelerated the development of machinery of consultation on training problems to an extent which could hardly have been achieved had the Institute continued to function within the Ministry for Local Government, as was the case before 1962. Curriculum development is exposed to the influences of the wider public administration programme - a factor which has provided stimulus to up-grade the academic content of the courses and to modify teaching techniques. The resources of the University and the Government are fully integrated to produce a progression of courses from which a suitably qualified student may transfer into an undergraduate programme or into which a person may enter at a point consonant with his qualifications and experience. The Institute authorities retain flexibility to adjust the entry qualifications and curriculum of Local Government courses to suit the national needs

because regulations governing professional courses do not have to be submitted to the scrutiny of the University Senate. The content, length and timing of courses is agreed with the representatives of the local authorities and the Ministry for Local Government but the Institute enjoys full academic freedom in teaching and in the conduct of its examinations. Whilst the Ministry for Local Government in 1963 assumed full administrative responsibility for the Provincial Local Government Training Scheme, which is concerned with basic training in the Provinces, the Institute provides technical supervision of these courses and remains responsible for the preparation of teaching manuals and course work and the training of instructors for the Scheme. The Ministry is also about to open a training establishment of its own to relieve the Institute of the burden of the intermediate course work in order that the throughput of students at higher levels can be stepped up. The Provincial Local Government Training Scheme is also responsible for carrying on with the mass education experiment begun under the original scheme in 1960-1961. The Institute shares with the Regional Government's Staff Training Centre the responsibility for the administrative training of the district officers who are concerned with liaison with the native authorities and the Government at the provincial level. A series of conferences and seminars is organized annually to highlight particular local government problems for groups of employees of the Regional Government and Native Authorities. This activity includes an annual conference for Emirs and Chiefs.

23. Attached is an appendix which shows in some detail the scheme of training at present approved for implementation in Northern Nigeria. A flow through to Stage IV is already in stream. The need for Stage V is still in debate since the balance of priorities would suggest that the immediate needs of local governments will be better satisfied by stepping up output at Stages III and IV. Examination of the scheme will indicate the principle of a gradual feed-in of academic work as routine procedures are mastered and at Stages III and IV increasing orientation towards

development planning and attendant problems. Stage I, carried out in the Provinces, is basic and additionally a selection stage at which suitable candidates for further training are identified. Stage II introduces a concentration upon remedial English to equip the student to grapple with the academic indoctrination of the later stages. It will be noticed that the scheme presumes a "merit" service and establishes fixed entry qualifications at each stage. It would be unrealistic to concentrate the entire training programme upon the production of highly professional executives without a parallel scheme to provide enlightenment for those traditional office-holders who for a variety of reasons may not be equipped to undertake rigorous training of this type but who nevertheless exercise power within the system. For this reason the Provincial Scheme is charged with responsibility not only for Stage I of the Progressive Courses but also with maintaining contact with the traditional groups in the villages to ensure that the effort of the trained professional to implement what he has learnt is not misunderstood and frustrated at this level.

24. Finally, in a second appendix may be found some statistics which illustrate the scale of the effort in Northern Nigeria in terms of persons trained over the past five years and the cost of the Provincial Local Government Scheme which succeeded in attracting overseas technical assistance. The possibilities of technical assistance are, of course, restricted in that large-scale local government training involves principally the employment of numbers of locally trained nationals. The cost in terms of overseas personnel and equipment is relatively low and the target for overseas aid is therefore limited.

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8/4/1965

APPENDIX I

Outline of approved Local Government
Progressive Training Scheme for Northern
Nigeria

S T A G E I

1. Job definition

Under immediate supervision the student performs simple and elementary office work including filing, tracing, and registering correspondence, copying records, and listing information and general book-keeping of a simple nature including keeping of simple N.A. financial records and accounts preparation of returns and maintenance of registers. Typing skill may be required in some instances.

2. Typical tasks

Filing, issuing NT forms, typing, despatching, keeping registers, balancing DVA, checking vouchers, collecting evenue, drafting correspondence.

3. Aim of training

To acquaint the student with the essential basic techniques that will enable him to be an efficient junior N.A. officer. It should also provide a basis for assessment of potential development if possible. No previous knowledge of N.A. work is assumed and the course must therefore be regarded as an induction course.

4. Previous experience desirable

- (a) Little or no previous experience needed.
- (b) Full course primary education.

5. Curriculum

- (a) Local Government (b) Office Procedure and Methods
- (c) Accounting and book-keeping.

6. Syllabuses

Actual content of course must rest on two things:

- (i) Length of course
- (ii) Available staff (It is for this reason that English will probably need to be deferred to a later stage)
 - (a) Local Government Aim: to give student a working knowledge of the organization and membership of N.As.
Content: N.A. organization, district organization, village organization, duties of officers and members standing orders.
 - (b) Office Procedure and Methods Aim: to give student some idea of the basis of office organization. Must know the essential office records and their maintenance. Must know basic office equipment.
Content: Filing, tracing, despatching, registering, "PU" classification, minuting and note-taking, office machines.
 - (c) Accounting and Book-keeping Aim: to give training in basic accounts and essential forms and procedures for N.A. (If staff available instruction in "remedial" arithmetic for essential accounts desirable).
Content: Debit-credit, double entry book-keeping, basic records accuracy, basic books of account, basic financial authorities, basic receipts and payments, basic adjustments, basic subsidiary records, basic stores accounts, DCF, Commonest NT forms and use, revenue collection.

7. Length of course

Given staff and appropriate manual, it is probable that the above aims can substantially be achieved in a three-month intensive full-time course with classes of not more than 20 students each. This would allow 3 courses per year although it is probable that 2 courses will meet the demand.

8. Staff

Instructors should themselves have passed at least Stage II as outlined below. Three instructors are needed for a double-stream course, thus in one year one centre consisting of 3 instructors can offer 3 double-stream courses of 40 students = 120 each year or 80 students if 2 courses are run each year. Instructors at this stage will themselves

need refresher courses and should also be available for any special work. If it were possible to aim at one centre in each province, then in each year it would be possible to train more than 1,000 students. Initially a grouping of provinces under one centre would be necessary and how this would be done would depend on staff available with the appropriate qualifications.

S T A G E I I

1. Job definition

Under general supervision the student performs routine work requiring elementary skills and limited previous experience in various phases of elementary records keeping and accounting. Prepares and maintains official records and forms on a continuing basis. Little or no opportunity for independent judgment, little contact with the public and little opportunity to exercise supervision over others in the performance of the work assigned.

2. Typical tasks

Checking payment voucher, registering correspondence, keeping treasury records and ledger books, revenue collection, records control, reconciliation of account books and records, stores accounting, typing and preparation of correspondence, preparing salary vouchers, assisting in preparation of annual accounts, keeping staff records, filing of records, collection of statistics, checking AIEE DVA books, keeping grants-in-aid records, secretary to committees, assists superiors, operation of office machines.

3. Aim of training

To equip the students to deal with the routine work of an NA. It should thus be regarded as an essential course for all those working in an NA and should offer the possibility of indicating students suitable for further training for more senior positions.

4. Previous experience

- (a) Full primary education, and
- (b) Experience in an NA and
- (c) Attendance at a Stage I course (no examination although initially some selection procedure will be needed
- or (d) West African School Certificate fail.

5. Curriculum

- (a) Local and Central Government
- (b) Local Government Techniques
- (c) Native Treasury Accounting
- (d) English

6. Syllabuses

Actual content of syllabus must depend on:

- (i) Length of course
 - (ii) Staff available - English teaching at this stage will depend on the type of staff available.
- (a) Local and Central Government Aim: to give some appreciation of where NA stands in relation to total government activity. This should be limited to Nigeria at this stage.
- Content: Role of local and central government council and committees, role of administrator and portfolio councillor, local-central relations, local government organization and functions.
- (b) Local Government Techniques Aim: to give a knowledge of NA working so that he can be given routine charge of a section and can supervise the routine work of others. Must appreciate the whole working of NA even if not expected to deal with special problems.
- Content: Registry procedure, registry organization, minuting, filing systems, records control, layout, routine correspondence, staff records, committee procedure, use of office machines, NA Law, collection of statistics.
- (c) NT Accounting Aim: to give sufficient command of NTA work so that he can be able to perform all routine tasks efficiently.
- Content: NT forms and use, monthly reconciliation, stores accounting, adjustment, receipts and payments, revenue collection, annual accounts, estimate procedure, Local Purchase Orders, financial authorities, main books of account, subsidiary records and account, retiring benefit, departmental account, project registers, commercial undertakings.
- (d) English Aim: to extend competence in written and spoken English.
- Content: Remedial English and simple correspondence, etc.

7. Length of Course

Aims would be substantially achieved in a 20 weeks course. This would enable two courses to be run in any one year. Not more than 20 students per class.

8. Staff

Instructors should themselves have passed at least Stage III or equivalent. Three staff needed for every two courses run at the same time, with help for English if introduced at this stage. Instructors will require refresher courses as well as being available for other duties.

S T A G E I I I

1. Job definition

Under general supervision the student performs alone or with trained assistants difficult work in record keeping, general book-keeping and accounting and clerical areas. Must be able to initiate action, make accurate reports and accept responsibility for continuing programmes of work. Must be able to control and evaluate the performance of others and to exercise supervision over staff and programmes of an administrative nature. Must be able to exercise some independent judgement, possess technical skills or have wide previous experience in a speciality.

2. Typical tasks

Payment of salaries and other NA obligations; controlling NA funds; reconciliation of accounts; preparing statistics; preparing correspondence; checking and inspecting work of subordinates; preparing and/or checking original records and documents or the (LPO, AIEE, DVA, PAYE, NPF etc.); secretary to committees; preparing ledgers and record books and maintaining them; supervision of staff; preparing budget recommendations; in charge of NA stores and equipment and supplies; controlling departmental votes; preparing and authorising local purchases.

3. Aim of training

To train students who may be expected to staff senior posts.
This stage must therefore seek to do three things:

- (a) consolidate previous knowledge,
- (b) complete as far as possible all training in local government and treasury techniques,
- (c) introduce the student to some appreciation of policy - important for future development of NAs and also in selecting students for Stage IV courses.

4. Previous experience required

- (a) Full primary education
 - (b) Pass from Stage II course at appropriate standard PLUS
 - (c) Post - Stage II experience in an NA
- OR
- (d) Pass in WASC at suitable level
- Scheme A
Scheme B

5. Curriculum

- (a) English
- (b) Comparative Local Government
- (c) Local Government Techniques and Law
- (d) NT Accounting and Principles
- (e) Planning and Development

6. Syllabuses

- (a) English Aim: to provide the student with sufficient competence to enable him to deal tactfully with a normal range of correspondence (extending beyond the routine); to be able to minute and comment critically and helpfully. For those entering through Scheme A there would be an intensive English course before the main Stage III. Content will include a course in faster reading and assignments related to Local Government to improve reading and expression.

- (b) Comparative Local Government Aim: to give an introduction to other systems related to a West African context - relevance therefore of English and French local government systems and the working of federal systems. Particular importance in observing how other systems deal with periods of rapid change.
Content: Nigerian local government; local government - general legislative, executive and administrative roles. Central and federal government organization. Some comparative local government.
- (c) Local Government Techniques and Law Aim: to complete a thorough grounding in all aspects of NA working with special appreciation of planning, policy execution and the positive understanding of laws applicable to NAs.
Content: Office organization and control; records management; layout; forms control; supervision; council meeting procedures; elections; legislation relating to NAs; subsidiary legislation; statistics; land tenure and land use planning; letter-writing; inventory control; scheduling; routing.
- (d) NT Accounting. Aim: to complete instruction in all aspects of NTA work so that the student is competent to take charge even of a large treasury.
Content: Treasury organization; accounting for information, accounting for control; auditing; collecting data; financial reporting; estimating principles; vote control; PAYE accounting; revenue control; unallocated stores accounting; preparation of development plans; grants and loans; costed jobs accounting.
- (e) Planning and development Aim: to encourage students to think positively of development in their NA in its national context, and the need for planning and the appreciation of problems that arise from Planning.
Content: development planning; community development; trade and industry development; land tenure.

7. Length of course

The basic course should last six months running from October each year. Preparatory to basic course and still part of this stage would be an intensive short course of about two months. Those on Scheme B would do an intensive course in NTA and Local Government techniques based on the Stage II course (their rate of progress being assumed to be faster because of a better educational background). The intensive course would take place during May/June to call on available staff.

8. Staff

This stage it is assumed will be undertaken at the Institute of Administration and will require participation by senior staff as well as instructors. Instructors will be needed for the purely NA aspects of work and should themselves have normally passed IV or equivalent.

S T A G E IV

1. Job definition

By assignment must be able to undertake responsibility for performance of definite procedures and services within the NA. Must undertake general administrative duties of a difficult and responsible nature requiring wide latitude for independent judgment and the exercise of tax and initiative in meeting and overcoming problems encountered. Ability to plan, organize and co-ordinate staff and functions into logical and efficient relationships. Must exercise highly specialised skills in supervisory and administrative capacities either in a definite programme of work requiring the assistance of clerical and other staff or in the actual supervision of assigned employees.

2. Typical tasks

Detailed supervision of staff; in charge of headquarters offices; supervision over and control of NA funds; general administration; co-ordination of departmental affairs internally and externally with the Council and other departments and government; responsible for correspondence; preparation of annual accounts and estimates requests; member of and adviser to council meetings.

3. Aim of training

Training at this level should be for all those (both in NAs and in MLG) who are going to be significant in shaping NA policies and development. It must be assumed that those on such a course have already a sound grasp of all relevant IIA working and have shown potential for undertaking responsible work.

4. Previous experience

- (a) Good pass from Stage III course PLUS
- (b) Post-stage III experience of relevance to course.

5. Curriculum

- (a) Communication
- (b) Administration
- (c) Local Government Finance
- (d) Planning and Development

6. Syllabuses

- (a) Communication. Aim: to strengthen command over English to ensure effective working relationships within the organization and with the public and other agencies. Emphasis on the significance of management in administration - communication internally and externally.
- (b) Administration Aim: to examine the role of the administrator particularly in NAs. Comparative administration would be a feature, particularly in observing the adaptation of outside systems within a West African context.
Content: decision-making; council-administration relationship; supervision; personnel administration; budgeting; administrative principles; office management policy and politics; public relations.
- (c) Local Government Finance Aim: to achieve an understanding of the role of public finance particularly in relation to local government and especially problems of public accountability, estimating, and taxation policy. Some comparative local government finance needed and a more detailed analysis of NA finance in policy terms. Need for an appreciation of the role of government economic and social policy (e.g. need to understand the significance of inflation and government policy in relation to it, and its impact on estimates, actual revenue and expenditure, etc.
Content: Budgeting techniques: financial control, government financial relationship; grants and loans policy; revenue and tax policy; fiscal policy; development finance; investments.
- (d) Planning and Development Aim: to consider significance of present economic and social changes in terms of impact of information, its analysis, policy formulation and progress checking.
Content: Economics of social change; urbanization unemployment; capital financing; capital planning.

7. Length of Course

Nine months extending over one academic session. This is needed to take advantage of expertise in other departments and to achieve Senate recognition of the standing of this course making it comparable with other institute recognized courses. Not more than 20 students should be on one course in any one year and these should be drawn from NAs., MLG and instructors. The most satisfactory number would be 15. If sufficient demand existed it would be possible to offer a double intake.

8. Staff

The course would be staffed almost entirely by senior Institute staff and would not be limited to the Local Government Department. This may be compared with the services which the Local Government Department currently provides for other Institute and University Departments.

S T A G E V

1. Job Definition

General supervision of a major functional segment of the NA involving difficult and responsible work relating to a wide range of administrative problems, and staff supervision, training and direction. Conducts investigations, develops plans and proposals for action programmes, prepares reports and recommendations for council policy action, provides liaison with and co-ordinates government agencies and programmes. Exercise independent judgment in determining courses of action within over-all policy limitations. Establishes and maintains harmonious working relations.

Summary: Draft Syllabuses

Local Government Training

Stages I to IV

I

II

III

IV

LOCAL GOVERNMENT

LOCAL & CENT.GOV'T.

COMPARATIVE L.G.

I	II	III	IV
ACCOUNTING & BOOK-KEEPING	NT ACCOUNTING	NT ACCOUNTING	L. GOVT. FINANCE
Debit-credit Double entry bkg. Basic records Accuracy Basic bks of a/c Basic Financial authorities Basic Receipts & payments Basic Adjustments Basic Subsidiary records Basic Stores accounts D.C.F. Commonest NT forms & use Revenue collection	NT forms & use Stores accounting Adjustments Receipts & payments Rev.collection Annual accounts Estimates proce- dure L.P.Os Financial Authori- ties Main bks. of a/c. Subsidiary records & accounts Retiring Benefits Deptl. Accounts Project Registers Commercial Under- takings a/c.	Treasury Orga- nization Acctg for control Auditing Collecting date Financial repor- ting Estimating principles Vote control PAYE accounting Rev.control Unallocated stores a/c Preparation of Dev.Plans Grants & Loans Costed Job accounting.	Budgeting techniques Financial control Govt.fin. relation Grants & Loans Policy Revenue & tax policy Development finance Investments
		PLANNING & DEVELOP- MENT	PLANNING & DEVELOPMENT
		Dev.Planning Community dev- elopment Local Government role in deve- lopment Trade & Industry development Land Tenure	Economics of social change Urbanization Unemployment Capital financing and planning
	<u>English</u>	<u>English</u>	<u>Communications</u>
	see main report	see main report	see main report

APPENDIX II

Local Government Training Statistics

1961 - 1965

(Note: Many thousands of men were trained in a variety of courses in local government techniques both at the Institute of Administration, Zaria and in the provinces between 1954 and 1961 but detailed statistics are not available for this period).

Provincial Local Government Training Scheme Figures

- | <u>1. Instructors</u> | Instructors |
|--|-------------|
| 1st Training Course (6 months) 1960 | 30 |
| 2nd Training Course (6 months) 1961 | 50 |
| 3rd (NTA) Training Course (4 months) 1962 | 24 |
|
<u>Refreshers</u> | |
| 1st Refresher, May 1962 | 76 |
| 2nd Refresher, May-June, 1963 | 40 |
| 3rd Refresher, April, 1964 | 39 |
| 4th Refresher, April, 1965 | 40 |
|
2. PLGTS Field Courses 1/1/61 - 30/4/63 including
21 NTA Courses of 10 weeks duration October,
1962 - April, 1963 (<u>455 students</u>) 27,402 | |
|
3. Courses for PLGTS students for which IAZ has set,
despatched and corrected papers since October, 1962. | |
| (a) 1st NTA Course (10 weeks) in 12 provinces (Supervisor
1962-63 (<u>296 students</u>) (PLGTS con-
Examination set and corrected by IAZ (siderably
(<u>98 students passed</u>)* (involved. | |
| (b) 2nd NTA Course (10 weeks) in 9 provinces (Supervisor
1963 (<u>159 students</u>) Examination (PLGTS con-
set and corrected by IAZ <u>58 students</u> (siderably
<u>passed</u> * (involved. | |
|
(c) PLGTS Bridge Course in all Provinces (13)
July-August, 1963.
<u>156 students</u> . Examinations including
English set, despatched and corrected
by IAZ LGD (including Supervisor PLGTS)
<u>135 students passed</u> *
Sept.-Oct. 1963 Bornu & Plateau 49 (<u>25 passed</u>) | |

- (d) Preliminary PLGTS Course in all Provinces (13)
December, 1963 - 2 March, 1964.
320 students.
Examinations including English set, despatched
(with aid of 2 Grade I PLGTS Instructors) and
corrected by IAZ LGD (Including Supervisor
PLGTS). 74 students passed*
- (e) PLGTS Preliminary Course in all Provinces (13)
May-August, 1964.
254 students, 131 passed examinations*
- (f) PLGTS Preliminary Course in all Provinces (13)
January - March, 1965.
265 students. Results at present unknown.

* Passing examinations means that a student has successfully passed all three papers in Native Treasury Accounting, Local Government, Administrative Techniques and English Comprehension.

There are a number of students who have passed one or other or two of these three examinations and who take resits periodically. They are not included in these figures.

FINANCIAL PROVISIONS FOR PROVINCIAL LOCAL GOVERNMENT TRAINING SCHEME

		<u>Revenue</u>	<u>Expenditure</u>
1960-61	Ford Foundation	£23,695	£21,142
1961-62	US AID	£40,000	£25,977
1962-63	US AID	£50,348	£27,837
Total Ford Foundation grant 1960-61		- £23,695	
Total US AID grant 1961-63		- £76,325	
Total Expenditure US AID 1961-63		- £53,814	
Balance 31/3/63 (US AID)		- £22,511	
Special Expenditure (US AID) 1/4/63 - 30/6/63		- £12,605	
Presumed Balance refunded to US AID on 1/7/63		- £ 9,906	

Since 1/7/1963 the Scheme has been financed with a Ford Foundation grant of £31,275, supplementing a Government contribution on a rising scale which will enable the scheme to become self-sufficient possibly in 1966.

Local Government Courses at the Institute within the scheme of Progressive Courses

Intermediate Courses	-	285
Advanced Courses	-	107
Other Courses	-	107