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LOCAL AUTHORITIES AND TRAINING FOR NATIONAL AND
LOCAL DEVELOPMENT IN THE UNITED ARAB REPUBLIC^{1/}

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I. THE ROLE OF REGIONAL AUTHORITIES IN SOCIAL AND ECONOMIC DEVELOPMENT

1. The mainspring of apportionment of public services between central and regional authorities is the need for co-ordination between governmental and popular efforts in the management of these services. It is evident that the standard of local welfare services is reflected in the national over-all standard. Local participation in the creation and management of services lessens the burden on the national government machinery and thus frees more talent to take further steps along the path of progress.
2. Democracy is not just a type of governmental organization. Indeed it is a way of life. This is never more true than in decentralized democracy or autonomous local administration. A legislative decree enacting democratic local government is of minimal effectiveness unless it is accompanied by a fundamental change in social and technical relationships within the society.
3. The move towards local government took place in the UAR in 1883 with the establishment of Provincial Councils in the provinces, Municipal Councils in the cities and Village Councils in villages. The step was modest but it constituted a starting point which was dynamized after the 1952 Revolution. The 1952 Revolution had two major objectives: first, a rapid social and economic development, and, secondly, the establishment of a healthy democratic society through effective decentralization. This has been undertaken within the framework of a democratic - socialist - co-operative ideology.
4. In 1960 the Ministry of Local Administration was established heralding a new era in local government in the UAR local councils with a great deal of power and authority were established to be the vanguard of the new policy. These councils are composed of an elected majority with wide executive powers and with financial autonomy. Furthermore, three types of councils are established operating on three levels: the governorate, the city and the village.

5. As we mentioned earlier, to be effective democratic local government has to serve and become oriented to the needs of society and the environment of progress. Therefore before elaborating the new system, a few words on the UAR's national (ideology) and development would be enlightening.

6. The reconstruction of society after the 1952 Revolution is based on comprehensive social and economic planning. The development process is undertaken in a balance approach to achieve maximum and co-ordinated growth in all sectors. The development function was entrusted in 1952 to the Permanent National Production Council, supplemented in 1953 by the Permanent Public Services Council. Together the two councils designed major projects both in industry and services. The interdependence of various projects in all sectors soon became a major policy field, and comprehensive planning was started in 1955 with the establishment of the National Planning Commission, later the Ministry of Planning. The First Five-Year Plan began in 1960-61 incorporating investment of L.E.1,577 millions. This was the starting point for doubling national income every ten years.

7. It is, of course, realized that economic development is not merely a function of investment but necessarily a process whereby society is transformed at a rapid rate. Popular participation in the efforts and fruits of development is a prerequisite for the fulfillment of the plan. This task is led by the Local Councils in the form of assessing local needs, translating these needs into action, i.e. development projects at all levels: village, city and governorate.

8. The new responsibilities of the Local Councils, particularly in the assessment of local needs and resources, led to the adoption of regional planning. As a pilot experiment the Asswan Region was chosen. The success of regional planning of the Asswan Project in evaluating the problems and charting the paths of development in the region has proved to be an important step in the process of planning in the UAR. Regional planning is

now a major institution in helping the central authorities prepare the National Plan on more realistic estimates of resources, and their optimum utilization. The success of the Asswan Regional Planning Project is now being generalized to include the Red Sea Region and the Governorate of Alexandria.

9. It is fully recognized that, however precise and realistic planning is, success depends on the existence of strong and enlightened institutions for planning and administration. This, on the other hand depends largely on trained personnel of a high calibre. To achieve this, the Ministry of Local Administration has launched a broad programme of training, established a co-ordinating committee for local and central training agencies and is establishing a training centre in each governorate. The latter is to become the focus of all training at all levels and in all sectors.

II. THE ROLE OF LOCAL AUTHORITIES IN TRAINING

Existing local training institutions

10. Each Governorate draws up its over-all training policy, supervises its implementation through specialized agencies which make use of all training facilities in the region and calls upon central agencies to fill any local gaps. A short-term training programme usually of one year's duration is drawn to provide the necessary training of personnel required during the year.

11. Simultaneously, a long-term five-year training plan is prepared. The major factor behind this plan is the equilibrium between manpower requirements of new development projects and the supply of trained personnel. As such, the plan takes into account the country's education policy and draws a manpower budget on a detailed basis. The plan is a joint operation with trade unions and private institutions as well as with governmental agencies. The local character is reflected in the plan depending on the social setting, the economic activity and the educational structure of the region.

12. The department of training is divided into three sections:

(i) The Technical Section the functions of which are to:

- evaluate methods and techniques of training with special emphasis on productivity,
- assess the needs of the region as to the types of skills required and the necessary training programmes,
- draw up the policy for training in the un-organized sector,
- publish bulletins and books required for the training programmes.

(ii) The Programmes Section the functions of which are to:

- prepare the programmes as conceived in the technical section. This includes general as well as specialized programmes, and sets up the time schedule for the execution of the programmes,
- organize the training in the form of a number of sessions during the year, making sure that no more than 40-50 trainees are included at any one session,
- select the teachers and lecturers both from within and outside the governorate,
- prepare the budgetary requirements of the programmes.

(iii) The Training Centre the functions of which are:

- to supervise the execution of programmes, and the provision of all necessary documentation and educational aids,
- to follow up on the progress of the trainees.

An annual meeting is held to evaluate the training programme. This is held in the governorates and is attended by all concerned for maximum co-ordination.

The use of local training facilities

13. It is recognized from the start that no duplication of effort could be justified. Therefore maximum use of local institutes and centres of learning is made. This maximizes the number of trainee facilities in the shortest possible period. Local universities, institutes and specialized colleges provide most of the staff on a part-time basis. Furthermore, local industrial and commercial establishments play a positive role in the implementation of programmes of a technical and applied character.

Selected experiments in local training

14. (i) The Asswan Regional Planning Project has been established as a nucleus for the assessment of regional resources, the survey of local requirements and the appraisal of new development projects. The regional plan will be co-ordinated within the framework of the National Plan. The Project has established five development centres for agriculture, industry, mineral resources, water resources and environmental planning, and a centre for statistics and economic research. The functions of these centres are essentially research in the development of technology and training. These functions are undertaken not only for Asswan but also for the whole of the UAR. In the near future it will be in a position to provide these services for African countries. In July 1964 the Project held a training programme for planning officers of all the governorates. The programme was based on the studies and deliberations of the International Conference on Asswan Development held in Asswan, 7-14 March, 1964. The centres are also undertaking specialized programmes of training, e.g. in mineral resources, agriculture, sugar cane production and processing and fishing. Sizable funds have been appropriated for the Project both from Government sources as well as from the UN and Ford Foundation.
- (ii) The Red Sea Governorate was the first to apply the results and techniques of the Asswan Regional Planning Project. The Red Sea Governorate was chosen being a "virgin" region; its resources are in the surveying stage. Furthermore, there is a natural linkage between Asswan and the Red Sea in the form of uniform mineral potential and a road and transportation network.

- (iii) The Menoufeya Governorate has undertaken during 1965 a three-months programme for the assessment of the effectiveness of training of local authorities' officers. 1554 trainees specializing in budgetary, plan follow-up, secretarial work, documentation, statistics, the co-operative movement and banking were included in the programme. Appraisal of the programme indicated 94 per cent successful results.
- (iv) The Governorate of Beheira established a technical training centre for young people aged 12-17 years. The enrolment this year is 2300 of which 700 are girls.

The centre is devoted to:

- (a) - the technical and vocational training of young industrial apprentices and skilled artisans,
- (b) - raising the productivity of industrial workers through the creation of a new generation of industrial workers,
- (c) - providing, apart from technical training, health, social and cultural programmes.

The Centre is directed by a Board under the chairmanship of the Governor; the members include the Secretary General of the governorate, the directors of the social, labour and education departments as well as 14 other members who supervise one or two sections in the centres. The Board meets weekly. The centre provides training for 28 different types of industrial and local handicraft work. The duration of the training programme ranges from 1-3 years. It has proved a pioneering example in solving the problems of students who cannot enrol in secondary schools. Meanwhile the centre puts on sale the sizable production of the apprentices and trainees.

- (v) Finally, the Governorate of Alexandria has started regional planning. Alexandria is in a unique position being one large city and an international port. The plan would require a comprehensive training programme. Similarly, the rest of the governorates are now undertaking regional planning functions in various degrees.

Nature and problems of local training programmes

15. Local training programmes have not long been instituted in the UAR, mainly because effective local administration as such was established as recently as 1960. There are some factors which, at least to a certain extent, limit the effectiveness of local training programmes.
16. These factors centre essentially around the shortage of experienced staff who can undertake training functions, particularly in desert and frontier governorates. The problems involved are technical as well as administrative and to certain extent financial. Efforts are being made to induce educated men to return to their region of origin and to place the right men in the right jobs. The solution of these problems would be in hand once the number of trained personnel becomes large enough, and better financial appropriation is made available. However, the central authorities are continuously providing local authorities with their staff requirements.
17. Notwithstanding these difficulties, extensive training programme are underway; no less than 4,472 trainees benefited during 1964/65 by following some 127 programmes of various types as may be seen from the following table:

Local Training Programmes in the Governorates
of the UAR during the year 1964/65

Governorate	Number of Programmes	Number of Trainees
Alexandria	6	300
Assiut	7	500
Asswan	1	32
Beni Souef	2	155
Dakahlia	12	560
Damietta	4	134
Gharbeya	11	311
Giza	5	250
Ismailia	10	193
Kafr El-Sheikh	14	341
Kaliubeya	3	146
Minieh	8	258
Menoufeya	26	673
Mersa Matrouh	2	93
New Valley	3	60
Port Said	1	50
Sharkeya	4	200
Sohag	1	42
Suez	7	174
Total	<u>127</u>	<u>4,472</u>

III. THE ROLE OF CENTRAL INSTITUTIONS IN LOCAL TRAINING

18. As mentioned earlier, local authorities are not self-sufficient in training, but they call upon central institutions, particularly for specialized training. Thus, a large number of personnel of various grades from local authorities have benefitted from training in central institutions in the various aspects of planning; economics, agriculture, industry, manpower, social and financial. The spectrum of central institutions is wide, and the scope of training may be visualized by briefly summarizing the functions of a few of these institutions:

A. The Civil Service Bureau was established in 1956 for the purpose of training civil servants, drawing up an over-all policy of training of all types in government departments and acting as the co-ordinating agency. The function of the bureau was transferred in 1964 to the Central Agency for Organization and Management. The reason for this amalgamation is the recognition of the close link between training, job specification, organization and management. The functions of the new agency may be summarized as follows:

- 1) Setting the criteria of job specification and appraisal of present personnel resources to determine the required scope of training in the different specializations.
- 2) Participating with government departments in the preparation of training programmes.
- 3) Participation in the execution of programmes and the appraisal of trainees.
- 4) Assisting training units in the various ministries in undertaking their training programmes.
- 5) Co-ordinating the activities of central training institutions.
- 6) Following up modern techniques of training and maintaining contact with international agencies in this connexion.

B. The National Planning Institute was established in 1960 for training in advanced planning techniques, and to help the extension of the planning approach to national problems. The Institute has expanded its activities to include the training of planning officers in many developing nations particularly Arab, Asian and African countries. The training programmes of the Institute may be divided into three major categories:

- (a) Senior planning officers' training, essentially related to policy formulation, decision making, and plan evaluation. The training technique used is that of seminars and open discussions.
- (b) Specialized training for the advisers to senior planning officers in the various fields. This group is given intensive planning, follow-up and evaluation, experience. Programmes of one to three months duration are designed.
- (c) Junior planning officers who are newly engaged in planning work as a career. For this group one-year programmes are designed with special reference to economic development. The group is divided into seminars according to specializations as follows:
 - Financial and economic planning
 - Agricultural and rural planning
 - Industrial planning
 - Manpower and social planning
 - Theory of planning and operational research.

The following summary shows the number of programmes given in 1964 as well as the number of trainees:

Programmes given by the National
Planning Institute 1964

Type of Programme	Number of Programmes	Number of Trainees
Long duration programmes	3	60
Short duration programmes	23	819

Of the trainees 28 came from the Educational Centre in Beirut, 11 from the Faculty of Economics of Khartoum University and 21 from the UNESCO Scientific Centre.

C. The Institute of Public Administration was established in 1954 to meet the necessity for sound managerial functions in government departments. Training services are also available to Arab and African countries. The Institute provides training programmes for top, middle and specialized management. Special programmes are designed to fit the requirements of specialized government agencies. Furthermore, a consultation service is provided to all government departments. The Institute exchanges visitors and fellowships with similar international institutions, as well as with Universities, and holds regular conferences on management and public administration problems. During the year 1964 36 programmes involving 1,327 trainees were completed. Of these 8 programmes were designed for trainees from abroad numbering 58.

D. The National Institute of Management Development was established in 1961 to provide training, research and consultation services in the field of management and business administration for companies and organizations. The functions of the NIMD may be summarized as follows:

- (a) - Advice on training requirements for the various levels of management in organizations and companies, preparing the required programmes and implementing them.
- (b) - Participation with companies and various production establishments in preparing specialized programmes for different managerial levels.
- (c) - Organization of local and international conferences on management problems.
- (d) - Provision of fellowships, research funds and study missions at home and abroad.

Until 1964 the Institute has organized fifteen programmes for various managerial levels. In addition, numerous specialized programmes, conferences and seminars were held.

E. A new Institute of Local Administration is being established to fulfil more satisfactorily the training requirements of local authorities.

The new Institute is designed to:

- (a) - Direct training programmes and studies related to various aspects of local administration. Trainees will also come from African countries.
- (b) - Undertake research in local administration methods.
- (c) - Organize seminars and conferences on problems of local administration.
- (d) - Establish centres of training in all governorates.
It is planned to start with three as a pilot project.
- (e) - Provision of fellowships, research funds and study missions at home and abroad.

Ministerial programmes of training

19. Apart from calling upon central training institutions, local authorities make full use of training programmes arranged by ministries. For instance, the Ministry of Electricity arranged training programmes for mechanics in all power stations in the governorates. The Ministry of Social Affairs and Health organized training programmes for personnel of these departments in the various regions. On the other hand, the Ministry of Local Administration arranged various training programmes for all levels of personnel in the local authorities with the co-operation of city and village councils. Furthermore, the Ministry sent teams of experts to the governorates to help develop and implement training programmes. The Ministry organized 49 training programmes during 1963/64 attended by 1536 trainees from different governorates. Moreover, the Ministry arranged 63 study missions during the same period.

Mobile training units

20. Some central ministries in co-operation with the local authorities send mobile training units including teams of specialist for specialized training of local administration personnel. During 1964 four such teams were sent to organize programmes in budgetary control, accountancy, personnel and organization.

Training programmes of industrial and commercial federations

21. Federations of industry, commerce and trade unions play a positive role in the training of local authority personnel through voluntary assistance including financial help. For instance, the Labour Cultural Organization organized a series of training programmes for workers both in the private and public sectors.

22. Finally, to co-ordinate all training activities between local and central organizations a special committee has been established at the Ministry of Local Administration, which includes the directors of training of all services in the Ministries, the Central Agency for Organization and Management and the Public Administration Institute. The functions of this committee are to ensure the flexibility and continuous development of training programmes to match the needs of a developing society. For this purpose a series of joint meetings and seminars are held regularly to ensure maximum co-ordination between the governorates and the central authorities.

IV. TRAINING PROGRAMMES OF INTERNATIONAL ORGANIZATIONS

23. To help the planning and executive departments of local authorities undertake their responsibilities at a high standard of efficiency, the Ministry of Local Administration undertook an extensive programme of study missions abroad. In 1964/65 thirty study missions ranging from six months to two years duration were sent to India, England, Sweden, Holland, Yugoslavia, the United States and other countries, for academic and practical training in studies related to local government. Furthermore, groups of city and village councillors and secretaries of governorates as well as senior officials from the Ministry of Local Administration numbering 100 were sent to study and be acquainted with the system of local government in Western Germany.

24. In the field of international co-operation and the exchange of training facilities the UAR in 1963/64 was host to 27 trainees from various countries, 4 from Sudan, 3 from Kuwait, 1 from Syria, 1 from Zanzibar, 7 from Tanganyika, 4 from Indonesia, 4 from Libya, 1 from Cameroon and 2 from Nigeria.

25. Furthermore, the UAR has many cultural treaties with other countries through which the exchange of training facilities takes place, particularly in the field of local government. To this should be added co-operation with international organizations such as the UNECA, the International Union of Local Authorities and the African Federation of Local Governments.