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COMMITTEE ON INFORMATION FROM NON-SELF-GOVERNING TERRITORIES

Twelfth Session

SUMMARY RECORD OF THE TWO HUNDRED AND THIRTY-FOURTH MEETING

Held at Headquarters, New York,
on Wednesday, 10 May 1961, at 10.50 a.m.

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PRESENT:

<u>Chairman:</u>	Mr. SCHURMANN	(Netherlands)
<u>Rapporteur:</u>	Miss KAMAL	Iraq
<u>Members:</u>	Mr. ROS	Argentina
	Mr. HOOD)	
	Mr. TOOGOOD)	Australia
	Mr. WIJEGOONAWARDENA	Ceylon
	Mrs. BERNARDINO CAPPAS	Dominican Republic
	Mr. de CAMARET	France
	Mr. AKUDE)	
	Mr. YOMEKPE)	Ghana
	Mr. VELLODI	India
	Miss BROOKS	Liberia
	Mr. MERCADO	Mexico
	Mr. de BRUYN)	
	Mr. GOEDHART)	Netherlands
	Mr. EDMONDS	New Zealand
	Mr. MANUECO	Spain
	Mr. THOM	United Kingdom of Great Britain and Northern Ireland
	Mr. BINGHAM	United States of America

Representatives of specialized agencies:

	Mr. LLOYD	International Labour Organisation
	Mr. AKRAWI)	
	Miss PROCTOR)	United Nations Educational, Scientific and Cultural Organization
	Dr. SACKS	World Health Organization
<u>Secretariat:</u>	Mr. PROTITCH	Under-Secretary for Trusteeship and Information from Non-Self-Governing Territories
	Mr. KUNST	Secretary of the Committee

PREPARATION AND TRAINING OF INDIGENOUS CIVIL AND TECHNICAL CADRES IN NON-SELF-GOVERNING TERRITORIES (General Assembly resolution 1534 (XV)) (A/AC.35/L.340 and Corr.1; A/4761, A/4764, A/4765) (continued)

Miss BROOKS (Liberia) thanked the Secretariat for the brief survey (A/AC.35/L.340) dealing with three test cases (Kenya, Fiji and the Bahamas), and the United Kingdom and the United States for the supplementary information they had supplied on their respective Territories.

Various factors (the rapid political evolution of indigenous peoples, the strong currents of nationalism in the Non-Self-Governing Territories, and the General Assembly's adoption of the Declaration on the granting of independence to colonial countries and peoples) made the question of the preparation and training of indigenous civil and technical cadres in Non-Self-Governing Territories particularly important. Furthermore, the Committee could not overlook the present unfortunate situation in the former Belgian Congo, which was partly the result of the failure of the former Administering Power to proceed along the lines subsequently laid down in resolution 1534 (XV).

Her delegation had noted with satisfaction the development of a ministerial system of government in Kenya and the trend towards the Africanization of government services. The United Kingdom representative had given the number of persons at present undergoing training in Kenya, explained his Government's policy regarding Uganda in that respect, and recalled the Kenya Government's policy of replacing non-indigenous personnel, except where it was necessary to retain them for a brief period.

She noted with pleasure that there was a multi-racial civil service. The advancement of Africans to higher posts remained slow, but as the Secretary of State for the Colonies had declared in 1960, the approach to self-government should be accompanied by a steady increase in the number of local people recruited to the civil service and, consequently, by a corresponding development in the preparation and training of indigenous civil and technical cadres.

In paragraph 16 of the Secretariat's survey (A/AC.35/L.340), five types of training programmes now being undertaken in Kenya were listed. She deplored the fact that only forty-nine girls, as compared with 605 boys, had passed the

(Miss Brooks, Liberia)

school certificate examination. She agreed with the representative of the Dominican Republic that in the modern world there was no place for discrimination against females, due to archaic or feudal customs. The Administering Members were under the obligation to ensure its disappearance. She associated herself with the view of the Indian representative that compulsory education would eliminate that injustice.

In paragraph 18 of the survey, it was stated that there were two establishments for higher education, one in Kenya, the other in Uganda, but the number of African students attending them was not given. Her delegation considered that Africans should be given priority in the matter of professional training so as to enable them to close the gap which had resulted in their occupying subordinate positions.

In paragraph 20, it was stated that 346 scholarships had been awarded to Africans in 1959; but that figure represented only a small proportion of the total number of scholarships made available.

Her delegation was pleased to note from paragraph 21 that the Colonial Development and Welfare Scholarship schemes in Kenya had been replaced by the Kenya Development Scholarships, awarded to civil servants of all races for courses intended to increase their efficiency and to fit them for promotion.

In a previous statement her delegation had referred to the community development centres in Kenya, mentioned in paragraphs 23 and 24. It noted with interest the departmental training schemes (paragraph 25) and the method of selecting candidates for training courses (paragraph 26), enabling persons with a natural aptitude but without academic qualifications to obtain promotion. Paragraph 28 stated that the Administering Power offered training in administration to indigenous inhabitants.

It was to be regretted that the information transmitted did not include data on the training of Africans for higher posts in the central and provincial administrations, or on the number of Africans already holding such posts.

The establishment of training facilities in agriculture at Makerere College (University of East Africa) would make it possible to train a large number of indigenous inhabitants.

(Miss Fooks, Liberia)

With respect to Fiji, the survey showed that the Administering Power was not greatly concerned with the training of the local people. Furthermore, the breakdown of departmental staff by race was not given, nor were data available on the training of administrative personnel or the composition of the public services. According to the available information, the situation in the Bahamas was even more serious.

She was sure that the Administering Members would do their utmost to transmit the information required by General Assembly resolution 1534 (XV) before the Committee's thirteenth session.

Mr. TOOGOOD (Australia) submitted his Government's special report on Papua, drawn up in accordance with General Assembly resolution 1534 (XV).^{1/}

It was the objective of the Australian Government to advance the people of the Territory under its administration to the ultimate goal of self-government, but in such a way as to enable them to undertake the tasks of government and to command the confidence and respect of other nations. It was with that purpose in view that the Administration provided for a progressive intake of indigenous officers into the public service and ensured that their training was commensurate with the expanding needs of the country.

Training was provided by the Administration to employees at the lowest levels enabling them to advance progressively to more responsible positions. Officers in higher posts were given every encouragement to qualify for any position within the scope of their abilities.

Training was undertaken by the Department of Education, the Public Service Institute and all the technical and professional departments.

Indigenous inhabitants who were not qualified to enter the lowest of the four divisions of the public service could attend special classes which enabled them to qualify for appointment to the auxiliary division. On leaving that division candidates could usually qualify for entry to the third division. Papuans employed in the third division also received practical in-service training; in addition, academic training was provided for Papuans desiring appointment to professional or technical posts in the Administration.

^{1/} This report will be issued as document A/4766.

(Mr. Toogood, Australia)

The Public Service Institute, which was now open to the general public, offered practical and theoretical training. In addition to specialized studies and university courses, it gave evening classes for adults. During the past year 422 students had followed the courses given by the Institute.

Furthermore, the Department of Education had established a special branch at which 920 students had been receiving tuition in 1960, 141 of them at the secondary level.

Another establishment, the Australian School of Pacific Administration, provided courses for the education of officers and prospective officers of the Territory, special courses for cadets of the Department of Native Affairs and Education, special courses for senior officers and an annual seminar on questions related to the development of the Territory. Papuan officers were among those attending the courses and seminars.

Training in Local Government Council matters was provided by the Department of Native Affairs. Special courses were conducted periodically at two centres in New Guinea for Administration officers in addition to courses for local government assistants and Council clerks. Practical training continued after their appointment and when fully trained the assistants were able to advise and assist the Councils in most aspects of their activities. That training had substantially contributed to the expansion of the Local Government Council movement from one Council in 1951 to sixteen in 1960.

The training of co-operative staff was undertaken at the Co-operative Education Centre at Port Moresby. Since 1955 over 200 Papuans had been trained there. The 122 co-operative societies in Papua, which were staffed entirely by indigenous inhabitants, had had a total turnover in 1960 of nearly half a million pounds.

With regard to education, on completion of primary schooling indigenous inhabitants could choose between three types of establishment: the purely indigenous secondary schools, the integrated high schools and the intermediate schools from which students went on to teacher-training or other technical specialized schools.

Training of Papuan teachers was undertaken by both the Administration and the Missions. In June 1960 there had been sixty trainees, including four girls, taking the "C" course (i.e., the most advanced course) at the Port Moresby Teachers' College.

(Mr. Toogood, Australia)

Since 1954 scholarships had been provided for selected Papuan children to complete their education in Australia. In 1960 forty-three pupils had benefited by that assistance.

Turning to the subject of technical and professional training, he said that at the Administration and Mission technical training centres pupils were given specialized apprenticeship training. Agricultural training went from the village level to the professional level and included in-service training. In 1960 one Papuan student had qualified for an academic scholarship and was now studying agricultural science at Sydney University. Two others were studying at agricultural colleges in Australia. The Department of Forests held special training courses for forest rangers. All posts in the Department were open to qualified Papuans. A Papuan was at present attending the Fiji Forestry Training School and would be appointed to the staff of the Administration Forestry School to assist in the training of indigenous inhabitants. Papuans who had received training in navigation in the Administration schools were employed on Administration and privately owned vessels; twelve Papuans had completed the course at Hollandia in 1960. Special courses were also provided by the Department of Posts and Telegraphs Training College at Port Moresby and it was anticipated that that number would be progressively increased.

In the matter of public health, various opportunities for training were offered to indigenous inhabitants. The Administration was doing its utmost to improve the general health of the people of the villages and towns. The Health Education Council ensured that health education was brought into the activities of all field departments. The Papuan Medical College provided training for assistant medical practitioners. In 1960 eight Papuans had been taking the preliminary year and six the first year of studies. With regard to the nursing service, in 1960 forty-seven men and forty-three women had been taking a course at the Port Moresby General Hospital. Most of the Papuans who took the course would work in the Territory's public service. The Administration also provided training for aid post orderlies, hospital orderlies, dental, laboratory and X-ray assistants and orderlies, malaria control assistants and midwifery assistants. In 1960 there had been nineteen students following such courses; ten had been training to become

(Mr. Toogood, Australia)

assistant medical practitioners, two assistant dental officers, two nurses, two radiographers and three laboratory assistants.

Indigenous recruits to the police force were also given training. The Administration intended to build a police training college which would be open to Papuans and New Guineans. Once they had entered the force the successful graduates would have normal opportunities for promotion. At the present time, out of 1,235 members of the Papua police force only thirty-five were non-indigenous.

It would be seen that the Australian Government was providing the means for training in all fields of administration with a view to the earliest practical admission of increasing numbers of Papuans into the structure of the Administration. It was noteworthy that ninety-three indigenous officers had been admitted to the Territory's public service during 1959/1960, making a total of 355 on 30 June. A further fifty-two had been appointed during the six months to 31 December 1960.

There were now indigenous members in all Town and District Advisory Councils, which provided an excellent opportunity for the expression of ideas at the local level.

The admission of indigenous people into the Territorial Administration would continue at all levels. As he had explained, the structure provided an open avenue of promotion to the top in any branch of the service; eligibility for promotion was subject only to qualifications. In-service training now enabled any public servant to acquire the necessary qualifications if he possessed the basic potential.

Mr. WIJEGONAWARDENA (Ceylon) said that, as Ceylon had been a territory administered by another country before it had regained its independence in 1948, his delegation was in a position to appreciate the importance of the preparation and training of indigenous civil and technical cadres in Non-Self-Governing Territories.

The attitude of an Administering Power to that subject would be governed by its concept of the administration of dependent territories. In that connexion, there were several schools of thought, which had been subject to change and evolution. Some had considered those dependent territories as "plantations" to be "exploited" for the benefit of the Administering Power. Others had considered such

(Mr. Wijegoonawardena, Ceylon)

dependent territories as millstones round the neck of the Administering Powers. Still another school of thought claimed that the Administering Powers were undertaking a mission imposed on them by Providence. At the present time the most progressive elements accepted the independence of the Non-Self-Governing Territories as the ultimate goal towards which any Administering Power should strive.

Some of those schools of thought had not been entirely discarded by the Administering Powers, nor had some been accepted in their entirety, and a certain confusion at present prevailed. However, for a State Member of the United Nations there could be no doubt as to which school of thought to adopt: it was the one set out in Article 73 b of the Charter. It was therefore incumbent upon the Administering Powers to provide the peoples for whom they were responsible with the means of achieving the aims laid down in the Charter.

The training of indigenous personnel was one of the main factors in development, a point which the General Assembly had clearly emphasized in the preamble of its resolution 1534 (XV). As all those who had watched their country achieve independence well knew, the availability of trained and experienced indigenous personnel was a great stabilizing influence in such a period of transition. There was thus a need for a new approach to the whole subject.

He regretted that the absence of sufficient data precluded an examination of the situation in the Non-Self-Governing Territories for the time being. It was gratifying that the United Kingdom had undertaken to supply more adequate data in the future, and he hoped that the other Administering Powers would follow that example. At the present session, the Administering Powers had been very late in supplying their information, or had confined themselves to making oral statements. That unsatisfactory method had no doubt been adopted because the Administering Powers had not had enough time to make the necessary arrangements, since the adoption of resolution 1534 (XV), but the Ceylonese delegation hoped that that temporary expedient would not become a precedent.

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Mr. VELLODI (India) stressed the importance of the subject under discussion, which had engaged the attention of the Committee at practically every session. He did not think the Committee had before it adequate material on which to draft a comprehensive report for submission to the Assembly in implementation of resolution 1534 (XV). The Secretariat had done a commendable job in the preparation of document A/AC.35/L.340, but that document had two defects: first, it presented a sample analysis rather than a comprehensive study; secondly, the information it contained was perhaps not up to date.

Incomplete though the information provided by the Administering Powers might be, his delegation was grateful to the United Kingdom delegation for its special report (A/4761) and for the supplementary information which it had given orally. He also thanked the delegations of the United States and Australia for their oral statements and the New Zealand delegation for its special report (A/4764).

He welcomed the fact that the Administering Powers were paying increasing attention to the training of indigenous cadres. There had been some progress in certain Territories and the steps currently being taken there were very encouraging.

Concerning the statement by the United Kingdom representative, it was necessary to bear in mind that the General Assembly resolution referred specifically to the preparation of indigenous cadres; in discussing Africa, for example, attention should be concentrated on the Africanization of the public services rather than on the training of local personnel, and it was not sufficient to make a distinction between staff recruited overseas and staff recruited locally. The statistics provided did not clearly bring out the extent of African participation in the public services and, more particularly, the number of Africans occupying senior posts in the civil service. Of course, the non-Africans who had made their homes in those Territories could and should contribute to their development. Similarly, it was generally accepted that, even after independence, the leaders of the new States would need the help of some expatriate personnel; in that connexion his delegation had been gratified to note the Overseas Service aid scheme instituted by the Government of the United Kingdom (A/4761, paragraph 46).

(Mr. Vellodi, India)

Turning to specific problems, he said that, according to his information, there were still two separate civil services in Northern Rhodesia: an African civil service and the European civil service which included all the higher level posts. Moreover, the number of Africans occupying high-level posts still appeared to be negligible. In 1959, there were 168 Europeans in such posts, but no Africans. There were 750 Europeans and three Africans in administrative and professional posts, the corresponding figures for Nyasaland in 1959-60 being 321 Europeans and only six Africans. But it was possible that that information was no longer correct and that the situation had improved.

Operative paragraph 2 of General Assembly resolution 1534 (XV) invited the Administering Members to make full use of the United Nations technical assistance programmes for training in public administration and related fields. In-service training courses for African economists had been provided at United Nations Headquarters for more than three years; other in-service training programmes were to be instituted at the headquarters of the ECA at Addis Ababa; and the specialized agencies had also been offering indigenous persons training facilities in various fields. All those resources should be fully utilized, and he hoped that more detailed information would be provided on that subject when item 7 of the agenda was under discussion.

A conference of heads of African universities and university colleges had been held at Khartoum in December 1960 in pursuance of a resolution of the Economic Commission for Africa. The recommendations made by that conference were of the greatest significance, and the Administering Powers had no doubt given them the attention they deserved.

He again expressed the hope that the Administering Members would continue to give more and more attention to the training of indigenous cadres in the Non-Self-Governing Territories and thus assist in their development and prosperity.

Mr. YOMEKPE (Ghana) said that no modern country could exist without an efficient civil service and the civil servant held an important position in the life of the country, as the link between the people and the Government. Hence, the training of indigenous civil and technical cadres was of particular importance.

(Mr. Yomekpe, Ghana)

Long before a Territory acquired its independence, it was the duty of the Administering Power to educate its people and to train a locally recruited civil service. As the representative of the United Kingdom had said, an educational revolution was essential for the Africanization of the civil service, while the sympathy and devotion of those training the new civil servants to take over from them were of no less importance. He hoped that neither of these factors would be sacrificed by the Administering Powers in their efforts to speed up the preparation and training of the indigenous peoples.

In Kenya, Uganda and the United States Territories the training of technical cadres had been tackled with commendable realism. It was regrettable, however, that Kenya was the only one of those Territories where a ministerial system of government was being developed. It was also interesting to note that the Royal East African College trained technical personnel from most of the Territories in East Africa. On the other hand, it did not appear from the statement made by Mr. Sanchez that any efforts were being made to train civil cadres in the Territories under United States administration. However, his delegation commended the United States Government for its activities in the field of technical training and hoped that it would continue to intensify its programmes.

In regard to the training of civil cadres, the first need was for programmes which would enable clerical workers who had just left school to make a career in the civil service. In Ghana the Government had established a Civil Service Training School, where school-leaders were given a six weeks' training course embracing lectures on the work of the various Government departments and conducted tours of ministries, which gave them some practical knowledge. On being posted as clerical officers to the various departments, the students received further in-service training. Secretarial training schools had also been opened in the main towns with the result that it had been possible to reduce considerably the number of employees recruited overseas. The training of executive and administrative officers was even more closely studied. Ghana's example showed that by paying sufficient attention to the question of training a government could reduce its reliance on personnel recruited overseas.

(Mr. Yomekpe, Ghana)

The training of cadres must form an integral part of the policies of the Governments of the Non-Self-Governing Territories, instead of being organized on an ad hoc basis, as had seemed to be the case hitherto. Every ministry had to evolve a training system and define the various posts on its establishment and the method by which they were to be filled.

It was regrettable that most Administering Powers had not yet submitted information on the preparation and training of indigenous cadres. The fact that there had been limited time at their disposal did not justify the complete disregard of a General Assembly resolution.

Mr. AKRAWI (United Nations Educational, Scientific and Cultural Organization) said that the shortage of specialists and civil cadres was, for any developing country, one of the most serious obstacles to economic expansion. The problem was particularly acute in the African Territories, mainly because the administration hitherto had largely been in the hands of personnel recruited overseas. It was therefore essential to speed up the training of indigenous officials and to set up one or more accelerated training centres for that purpose. Before doing so, however, methods of making such accelerated training more effective had to be developed.

In order to give effect to General Assembly resolution 1534 (XV) and to assist its own member States, UNESCO was proposing to undertake in 1961-62 a survey of the most urgent problems which African countries faced in the training of indigenous civil and technical cadres, particularly the intermediate personnel on whom considerable responsibility would devolve in both the public and private sectors of economic and social development. The survey was to be carried out in three stages: in the first, the UNESCO secretariat, in consultation with the United Nations, the Economic Commission for Africa and other international organizations concerned, was to carry out preliminary surveys in eight African countries, some of which would be Non-Self-Governing Territories. The geographical situation and the stage of development of the country concerned would both be taken into account. The purpose of the surveys was to enable UNESCO to prepare an inventory of existing needs and facilities and to decide what steps were needed to develop methods of accelerated training. The survey should be completed by the end of 1961 and a report would be prepared on each country.

(Mr. Akrawi, UNESCO)

During the second stage UNESCO would prepare two reports: one on administrative and legal training, the other on economic, financial and statistical training.

With regard to the third stage, UNESCO was to organize in 1962 a conference of experts, representatives of universities and members of public and private agencies employing intermediate cadres. Recommendations would be prepared on the basis of the two reports he had just mentioned, particularly in regard to the possible establishment of systems of accelerated training for intermediate cadres.

Mr. THOM (United Kingdom) drew the attention of the representative of India to the fact that, at the Public Services Conference in London, in March 1960, the Government of Northern Rhodesia had tabled plans for the establishment of a single civil service for that Territory. The proposal had been approved by the Northern Rhodesian Government and steps had been taken to implement it, but it was still too early for any information to be available on the progress made in carrying them into effect. Where the percentage of local officers in important administrative posts was concerned, he regretted that he was unable to supply any more recent figures than those appearing in annex II of the special report (A.4761).

Mr. GOEDHART (Netherlands) reminded those delegations which had requested more up-to-date information on the training of indigenous cadres that the Netherlands delegation had dealt with the question at length at an earlier meeting. The Netherlands Government had also submitted a special report on the preparation and training of cadres and was also preparing to submit a report on racial discrimination, in conformity with General Assembly resolution 1536 (XV).

Mr. VELLIODI (India) thanked the United Kingdom representative for the information he had given on the civil service in Northern Rhodesia. With respect to the proportion of Africans occupying senior posts in the public service, he hoped that the United Kingdom would in future supply fuller and more detailed information.

The meeting rose at 12.15 p.m.