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INFORMATION FROM NON-SELF-GOVERNING TERRITORIES UNDER ARTICLE 73 e  
OF THE CHARTER OF THE UNITED NATIONS: REPORTS OF THE SECRETARY-  
GENERAL AND OF THE COMMITTEE ON INFORMATION FROM NON-SELF-GOVERNING  
TERRITORIES

Preparation and training of indigenous civil and technical cadres  
in Non-Self-Governing Territories

(General Assembly resolution 1534 (XV))

In accordance with General Assembly resolution 1534 (XV), the Permanent Representative of the United States of America to the United Nations, by a communication dated 5 May 1961, has transmitted to the Secretary-General the following report on the preparation and training of indigenous civil and technical cadres in the Non-Self-Governing Territories under United States administration.

SPECIAL REPORT BY THE UNITED STATES

Preparation and training of indigenous civil and technical cadres in  
Guam, American Samoa and the Virgin Islands

1. In the administration of its Non-Self-Governing Territories, the Government of the United States is guided by the principle of orderly and progressive development of the peoples of the territories towards self-government. Accordingly it has been a cardinal policy of the United States Government to train or provide for the training of indigenous residents for positions of responsibility in their territorial Governments, and to use them in these capacities. Preference in appointment to public positions is extended to qualified indigenous personnel. The extent of the implementation of this policy is shown by the fact that in the territorial Government of Guam, 83 per cent of the total number of officials and employees are now Guamanians; in American Samoa, 96 per cent are Samoans; and in the Virgin Islands, 99 per cent are Virgin Islanders.

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2. In order to carry out the policy of employing qualified indigenous civil and technical personnel in the three United States Territories, the Governments of Guam, American Samoa and the Virgin Islands have all made considerable progress in providing local educational facilities wherever feasible as well as professional and technical scholarships and grants for the training of indigenous residents for positions in the Territories. The Government of the United States has extended the National Defense Education Acts and other laws to its Territories for the benefit of their indigenous population.

GUAM

3. Section 9 (a) of the Organic Act of Guam provides that

"... in making appointments and promotions, preference shall be given to qualified persons of Guamanian ancestry. With a view to insuring the fullest participation by Guamanians in the government of Guam, opportunities for higher education and in-service training facilities shall be provided to qualified persons of Guamanian ancestry. The Legislature shall establish a merit system and, as far as practicable, appointments and promotions shall be made in accordance with such merit system."

4. The Merit System, established in 1951, is administered by the Department of Labor and Personnel, a department within the Executive Branch of the Government. Appointments to positions in the Executive Branch of the Government, except those appointments which require confirmation by the Legislature, are filled on a competitive basis. In every instance, vacancies are announced locally and applications are solicited from indigenous or other permanent residents of the Territory. Where no qualified Guamanian or resident apply, the Department of Labor and Personnel may recruit from sources outside of Guam. Recruitment from the mainland and Hawaii or from other sources outside of Guam are generally restricted to professional and technical personnel. As of 27 March 1961, there were, out of a total of 2,492 employees, only 235 professional and technical personnel recruited under a two-year contract from the mainland of the United States and from other places. Of this number, there were 132 teachers, 11 nurses, 9 medical and dental officers, and 9 internal revenue agents. There were also about 200 other Americans recruited locally for teaching (170), nursing (12) and clerical-secretarial positions for which there were no qualified Guamanians available.

## Training facilities

5. In recognition of the need for a well-trained corps of local residents in the varied professional and technical fields, the Government of Guam makes every attempt to provide training facilities and opportunities for persons of Guamanian ancestry as well as for other residents of the Territory. It has established a system of public education patterned after and comparable in quality to mainland schools. Its high schools, accredited by a national accrediting agency, offer comprehensive programmes of studies leading towards college entrance as well as toward agricultural, commercial and business, trade and industrial employment. The Government operates a Trade and Technical School and an accredited two-year college which has just recently been authorized to progress to a four-year degree granting institution.

6. The vocational education programme at the two high schools had a 1960 enrolment of 143 in agriculture, 247 in home economics, 79 in home nursing, and 13 in vocational auto shop. In 1960 a diversified occupation programme was inaugurated with 32 students. Ninety-two students were selected for the 1961 school year. This programme is a co-operative venture between governmental agencies and business and industrial firms on the one hand and the public schools on the other whereby students attend regular academic and vocational classes in high school and are provided work experience by the business and government agencies under a supervised programme of guidance and instruction by competent employee-supervisor and the high school diversified programme supervisor.

7. For several years now, the Adult and Vocational Education Division of the College of Guam has been offering non-college credit courses in commercial, trade and technical fields for adults. The programme is designed for those who seek to change employment and need basic instructions in the area of employment and for those who need assistance for advancement in the field. Over five hundred certificates of completion in the automotive, electrical, radio, carpentry, commercial and other trades courses have been issued to Guamanians and other residents. The vocational education programme will be administered by the New Trade and Technical School.

8. The Trade and Technical School opened its doors for the first time in February 1960, with an enrolment of 180 students. Eight courses were offered:

basic blueprint reading, electrical blueprint reading, automotive drawing interpretation, automotive mathematics, electrical mathematics, machine shop mathematics and fundamentals of electricity. Certificates of completion were issued to 92 members of the first class, of which 86 were issued to Guamanians and 6 to mainlanders.

9. As of 5 April 1961, there were 553 students enrolled in the Trade and Technical School. Guamanians comprised approximately 85 per cent of the total. Two hundred and ninety-six students are enrolled in electrical trades courses, 189 in automotive trades, and 68 are taking other courses. In support of the programme, \$56,000 has been appropriated for the immediate purchase of equipment for new courses in the building trades and for the expansion of the automotive and electrical shop programmes. This amount is over and above the \$91,000 which had been appropriated previously for FY 1961.

10. The Navy Apprentice School supplements the work of the public schools in the training of Guamanians in varied technical and trade areas (electrical, plumbing, carpentry, etc.). A four-year programme of academic and trade courses, it graduated in 1960 its first class of 18 students and is expected to graduate 25 at the close of its school year 1961. There were 142 students enrolled at the beginning of 1961 and it is expected to expand to accommodate approximately 200 students. Upon completion of the programme, graduates may enter either private or government employment. As students they receive salaries amounting to about \$100 a month.

11. A practical nurse training programme has been authorized by the Governor for 1962. It will be administered by the Guam Memorial Hospital under a grant from the Federal Government.

12. College of Guam. The most significant development in the training of Guamanians was the establishment in 1952 of the College of Guam. A two-year college at this point, it has been authorized to extend its programme into a four-year degree granting institution. When in full operation, the College of Guam will provide in the island a programme of higher education which will enable students to obtain degrees in teacher education as well as provide them with basic liberal arts courses required for advanced degrees in such fields as law, medicine, governmental administration, and related fields. It is not expected to provide more than a two-year programme in science because of the prohibitive cost involved in such a programme.

13. The College's enrolment has increased steadily each year since it was first opened in the summer of 1952. The fall quarter enrolment for the past five years is shown in the following table:

<u>Year</u>	<u>Daytime enrolment</u>	<u>Late afternoon and evening enrolment</u>	<u>Total</u>
1956/1957	121	379	500
1957/1958	134	392	526
1958/1959	168	316	484
1959/1960	145	420	565
1960/1961	239	622	861

The fall 1960 enrolment by programme follows:

Field: Agriculture	1		1
Business admin.			
Accounting	31	126	157
Clerical	17	39	56
Secretarial	15	88	103
Education			
Administration	5	4	9
Elementary	50	131	181
Secondary	6	16	22
General education III	111	217	328
Nursing	<u>3</u>	<u>1</u>	<u>4</u>
Total	239	622	861

14. In-service training programmes for employees of the Government are being provided to government employees. They range from letter and report writing for clerical and stenographic employees to supervision and management for supervisory personnel.

Off-island training

15. In addition to local training facilities, the Government of Guam authorized in 1959 a total of 175 professional and technical scholarships to qualified Guamanian students for off-island college and university training. The scholarship includes the cost of transportation to and from Guam, tuition and other college fees, room and board. Recipients sign agreements to make themselves available for employment by the Government of Guam on the basis of one year of service for each year of scholarship.

16. Fifteen scholarships have been awarded since its inception in 1960. Of the total scholarships available, 10 are in medicine, 2 in pharmacy, 2 in veterinary medicine, 6 in engineering, 2 in entomology, 3 in agriculture, 10 in law, 100 in education and 40 in other unspecified fields.
17. In addition, the Government for the past several years has appropriated funds from which students may borrow to pursue college or technical education abroad. One hundred and forty-one students have taken advantage of the loan fund at a cost of approximately \$200,000 as of February 1961.
18. Over the years, more than a hundred Guamanian students have been recipients of scholarships from private individuals, business firms, and colleges and universities.
19. The facilities for the training of indigenous civil and technical cadres on Guam is progressively meeting local needs. The Government has a mandate by law to provide higher education and in-service training facilities to qualified persons of Guamanian ancestry.

#### AMERICAN SAMOA

20. In accordance with the basic policy objectives of the United States Government, the Government of American Samoa employs non-Samoans in government positions only when there are no qualified Samoans available. Samoan industries likewise follow a similar policy.
21. The Government of American Samoa employed as of June 1960 a total of 1,265 persons, of whom only 60 were non-Samoans. The following key positions were held on that date by experienced local personnel: Governor, Director of Port Administration, Acting Director of Agriculture, Assistant Director of Budget and Finance, Assistant to Public Defender, Manager of the Experimental Farm, Chief of Adult Education and Public Information, Accounting and Disbursing Officer, Medical Supply Officer, Customs Officer, two X-ray technicians, Resident Chief of Tuberculosis and Leprosy, Resident Chief of Pediatrics, Resident Chief of Obstetrics, Resident Chief of Ophthalmology, Resident Chief of Surgery, Resident Chief Public Health Officer (Manu'a District), Chief Public Health Nurse, three high school teachers, Assistant Principal of the High School, Assistant Communications Officer, Radio Engineer, Chief Aircraft Communicator, Manager of the Rainmaker Hotel, Manager of the Print Shop, and many others in responsible administrative work, such as general foremen and administrative assistants. /...

22. A Merit System Law covers the employment of career government employees. Candidates for employment are interviewed, examined, classified, and placed on employment registers from which positions are filled. During the fiscal year 1960, 470 Samoans were promoted to a higher grade.

#### Training facilities

23. The training of indigenous civil and technical cadres in and for positions in the Government of American Samoa is provided locally in the High School of American Samoa, Vocational School, and the Teacher Training College, and off-island by means of scholarships for college and university education, and in-service training grants for the purpose of internship and observation.

24. The High School of American Samoa is patterned after American high schools. It prepares students for entrance into college and for immediate employment in the clerical and minor positions in the Government. The 1960 enrolment was 218 students in grades 10 through 12.

25. A vocational education programme has been in operation in Samoa for several years, first as part of the High School of American Samoa and now as a separate institution. It offers both academic and vocational courses designed to train Samoans in the crafts and the use of trade tools. Admitting thirty-five boys annually, the Vocational School has trained students to do cabinet-work, carpentry, machine work, electricity, boat repair, logging, sawmilling, and plumbing with the ultimate objective of preparing them to work in American Samoa.

26. The Feliti Memorial Teacher Training College was, until 1960, a one-year extension beyond the high school. It has since been extended into a two-year college designed primarily for the preparation of Samoan teachers for the elementary schools. Financed jointly by the Government of American Samoa and the Fredric Duclos Barstow Foundation for American Samoans of Honolulu, Hawaii, the school had a 1960 enrolment of ten students. In conjunction with the College, a Demonstration School is located in the vicinity where teacher-trainees are taken for observation and demonstration teaching.

27. A Teachers' Institute is conducted annually for five weeks by the Department of Education to keep Samoan educational personnel abreast of new techniques and methods. In addition to regular teachers, graduates of the High School and those

having equivalent training may enrol to receive basic training in teaching so that they may serve as substitutes and fill vacancies during the school year. Of the latter group of students, 251 and 242 applied in 1959 and 1960, respectively.

28. For the first time since before World War II, four guest instructors from Hawaii and the mainland were brought to American Samoa for the 1959 and 1960 annual teacher-training institutes.

29. A Nursing School is conducted by the Samoan Hospital and is now undergoing change from a two-year to a three-year school. It has been accepted by the National League for Nursing as an institution for the training of practical nurses. Academic courses are being taken at the High School of American Samoa and courses in nursing at the hospital compound. Nurse-trainees are provided room and board by the Government.

#### Off-island training

30. Off-island training programmes are maintained on a continuing basis as part of the Government's policy of furthering the education and training of Samoans so that they may assume greater responsibility in the operation of their Government. Several government employees were sent off-island for special training in such fields as X-ray, radio and meteorology, legislation, medicine, and education.

31. Additional opportunities for off-island studies were offered by colleges and universities and foundations for students interested in pursuing higher education. Seventeen such scholarships were awarded to Samoan students. The Government of American Samoa participates in these scholarships by awarding stipends and in almost all cases by providing air transportation for the recipients.

32. Encouragement has been given to inhabitants to apply for training under the United Nations technical assistance programme. Two candidates have successfully completed their training in education through United Nations scholarships.

### VIRGIN ISLANDS OF THE UNITED STATES

#### Training facilities

33. The preparation and training of indigenous civil and technical cadres in the Virgin Islands are carried out as a regular function of the Department of Education. The Government of the Virgin Islands maintains a system of free public



elementary and secondary education patterned after mainland schools. Its high schools prepare students for entrance into American colleges and also provide a limited number of vocational and trade classes to prepare students for employment in the Virgin Islands. Because of the Islands' small population and limited resources, the Government has not attempted to support a local college.

Opportunities for higher education are available through extension programmes from private colleges.

34. There are three public high schools in the Virgin Islands - one in each of the three major islands. Enrolment for 1960 numbered 2,198 students in grades seven through twelve, of whom 240 enrolled in vocational trades in industries.

35. Reports of the Governor show an improvement in the quality of the vocational education offered in the high schools. Such vocational courses as electricity, carpentry, plumbing, and auto mechanics have been included in the programme.

Commercial sewing was taught in Charlotte Amalie High School and vocational agriculture in the Christiansted High and Frederiksted Junior High Schools in 1959. In 1960 a course in practical nursing was added in St. Thomas, and masonry courses were added in both St. Thomas and St. Croix. To meet the needs of an increased tourist industry, training of hotel workers in St. Thomas and St. Croix high schools is currently under way.

36. In addition to regular daytime classes, evening extension courses are being conducted in St. Thomas. In 1960 a total of seventy-three students took courses in blueprint reading for the building trades, blueprint reading and plumbing code regulation, electrical theory (advanced science) and automotive mechanics.

37. During the school year 1959/1960, the first class in practical nursing was provided with thirteen female students.

38. Higher education. There has long been recognized a need for college and graduate school personnel trained to staff the departments of the Virgin Islands Government and to develop further the commercial, agriculture, and other business and productive resources of the islands. There are no local college facilities, but the Catholic University of Puerto Rico has provided extension programmes for teachers; and for five years (through 1959) the Hampton Institute in the State of Virginia provided a more comprehensive programme financed jointly by a foundation, the island Government, and by the students through tuition fees.

During the five-year period, 212 persons earned 4,231 semester hours of college credits. Of the 212 persons, 137 were teachers, 7 were librarians, 6 were nurses, 11 were graduate students, and 51 were enrolled without any credit.

39. In 1958 the Governor engaged a consultant from the United States Office of Education to make a first-hand study of the post high school education needs of the Virgin Islands, and to recommend feasible steps to meet those needs. In the current year, the Legislature has established the Virgin Islands College Commission to follow up the 1958 study and submit its findings and recommendations to the Legislature at its next session.

#### Off-island training

40. To provide incentives and assistance to qualified students, the Government of the Virgin Islands established in 1956 a Territorial Scholarship Fund. By 1960, well over 100 students had received loans and grants for college study outside the islands.

41. Several colleges and foundations have also provided scholarships and fellowships to Virgin Islands students.

42. A major development in the training and preparation of indigenous civil and technical cadres was the establishment of a programme financed by the Ford Foundation. Started in 1958 with a grant of \$20,000, it had awarded six fellowships to key government employees by 1960. Under this programme, selected employees entered American University in Washington, D.C., for advanced courses in their fields and worked under an internship programme in the Office of Territories, United States Department of the Interior. The fellows who have completed their programme are now employed in key positions in the Government of the Virgin Islands.

#### SUMMARY

43. From the foregoing it will be apparent that Guam, the Virgin Islands and American Samoa are making steady progress in providing facilities and opportunities for the training of indigenous civil and technical cadres. There remains more to be done, to be sure, but the Territories themselves, with the assistance and encouragement of the United States Government, are making commendable efforts to

provide their people with further education and training. The three United States Territories are well on their way in developing an indigenous corps of well-trained and qualified technical and professional personnel which already enables them to participate to a high degree in the management of their own affairs, and which will do so increasingly in the future.

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