

49481

UNITED NATIONS
ECONOMIC COMMISSION FOR AFRICA
ADDIS ABABA

REPORT ON THE MISSION TO ZAMBIA, KENYA AND UGANDA
11 March - 20th April 1983

James A. Bukhala, Chief,
Manpower Development Section
PAMMD - ECA

This report is released without editing;
and the views expressed there in are those
of the writer and not necessarily those of
his employer.

11

??

SUMMARY:

1. The workshop for the development of management systems for co-ordinating activities in Human Resources¹ planning, development and utilization were conducted in Zambia and Uganda between 11 March through 20 April 1983. These were the first of national efforts to implement the requirements of the Lagos Plan of Action, the ECA Council of Ministers resolution 444(XVIII) and the Monrovia human resources conference decisions on the establishment of institutional machineries for policy harmonization and programme co-ordination in human resources planning, development and utilization.
2. It is rationalized that human resources capital formation continues to be as critical as materials and financial capital formation; and that in order to develop and utilize them effectively, a management framework was necessary to integrate the related subsystems of planning, development and productive use into one coherent human resources management system as is the case with Financial and Material Resources, planning, mobilization and utilization.
3. However the application of the executive functions to human resource capital formation had been hampered by lack of definitive policies, weak national, sectoral and organizational level institutional machineries, unprepared staff and inadequate data and information system base.
4. Focusing on these areas, the workshops in Zambia and Uganda concluded that while a Ministry of Manpower Development remained a long term objective, the short term objective should be the reconstitution of existing machineries for effective human resources planning, development and utilization as follows:

¹ "Resources" in this context is taken to mean a (a) class of knowledge and skill attributes inherent in humans. These include (i) cognitive skills that enhance divergent and convergent thought process required in problem identification, analysis and identification and ultimate innovative behaviour, (ii) affective skills centred around feelings, emotions and constitute the basis for maturation and all forms of human relations in the course of social inter course for psycho-social wellbeing, and (iii) Psychomotor skills for physical manipulation of tools and machines and to demonstrate or put into visibility what one has been thinking or feeling about. (b) Physiological resources which include among other brains, nerves, muscles, skeleton, sensory receptors, etc. (c) Basic needs satisfaction resources, and (d) propensity to engage in income generation activities for the satisfaction of basic needs.

LEVELS	ORGANIZATIONAL MINISTRY	SECTOR OF RESPONSIBILITY
NATIONAL	<p>Commission for Economic Planning and Development (Zambia)</p> <p>Ministry of Economic Planning and Development (Uganda)</p>	<p>All Sectors: Monitor and identify discrepancies in all aspects of human "resources" planning development and utilization; and draw the discrepancies to the attention of responsible ministries.</p> <p>Set schedules, provide guidelines, and initiate action for receipt of all key sectoral manpower plans, training and employment programmes, and integrate into overall socio-economic development plan.</p>
KEY SECTORAL LEVELS	<p>Cabinet office (Zambia)</p> <p>Ministry of Public Service and Cabinet Affairs (Uganda)</p>	<p>Public Service: Monitor and identify weaknesses in all aspects of human resources planning, development and utilization in the public service and draw their attention of ministries concerned to them. Initiate action, co-ordinate activities and consolidate various manpower plans, training and employment programmes from all Govt. Ministries.</p>
	<p>Commerce* and Industry (Zambia)</p> <p>Labour and Social Services (Uganda)</p>	<p>Parastatal Corporations: Initiate action, Co-ordinate activities, consolidate the various manpower plans, training and employment programmes from all parastatal corporations,</p>
	<p>Provincial administration and Local Government (Zambia)</p> <p>Local Government (Uganda)</p>	<p>Rural and Urban Sector: Monitor and identify discrepancies in human resources planning, development and utilization in Rural and Urban areas thereafter initiate action, and consolidate the various manpower plans, training and employment programmes from all rural/district and urban councils and centres of socio-economic/entrepreneurial activities.</p>

* Instead of this Ministry, participants indicated ZIMCO. It is however understood that in effect a great deal of operational interaction with ZIMCO and its companies to Government is through and with Ministry of Commerce and Industry. Hence the proposal for the Management function in the Parastatal Corporation to be handled in this Ministry: with ZIMCO being delegated on the actual executive functions.

LEVELS	ORGANIZATIONAL MINISTRY	SECTOR OF RESPONSIBILITY
	Ministry of Labour and Social Services (Zambia) Ministry of Labour (Uganda)	Private Sector: Monitor and identify discrepancies in human resources planning, development and utilization, there after draw them to the attention of the various organizations in the private sector, initiate action, co-ordinate activities and consolidate their various manpower plans, training and employment programmes from all private sector corporation;
	Each individual Ministry or Organization	Responsibility for its own monitoring of human resource planning, development and utilization plans and programmes, identification of weaknesses and execution of its own Manpower Plans, Training Strategies, Employment and Productivity Strategies.

5. From the national level agencies/ministries, the responsibility for monitoring human resources planning, development, productivity planning for and actual productive utilization of human resources was to be delegated to four key Sectoral Ministries, which in turn delegate the same and actual execution activities to individual Ministries, Private Sector Corporations Parastatal Organization, rural and Urban councils, and indeed village or ward development committees.

6. This arrangement firmly establishes the principle that Manpower Planning, training and career planning, employment and productivity planning and actual deployment and productive use of human resource is a line management function which need to be an important element in a national or organizational manpower, training and employment policies at each of the levels.

7. Each of the above mentioned producer/planning/user agencies would be required to establish and operate under guidance its own Manpower Planning, Training, employment and productivity planning units, for surveillance and monitoring of education and training

nutrition, pollution control and safety, and health intervention programmes as appropriate.

8. To man and operate the above mentioned functions, each human resources management unit of the various level is to identify and develop a specialized cadre of Manpower Planners, Training or Staff Development officers, employment and productivity planners.

9. Each unit is to establish and run an effective data and information system which would ensure that Manpower Planning, training and monitoring of the planning, the development and the distributive allocation and productive use of human resource is undertaken on a planned and continuous basis.

10. A representative advisory council and committees are to be established at each of the various levels to ensure that the specialized interests of the clientele being served by each ministry at all levels were taken into consideration - (these were not obligatory).

11. The national focal Ministry was to formulate an overall manpower policy framework covering demographic, educational, training, employment and productivity planning, aspects as well as related productivity incentive system not only for enhancing productivity but also for those who generated employment opportunities in depressed areas.

12. On the basis of the overall manpower policies, training, employment and incentive systems policies were to be developed as appropriate.

1. Duration and Nature of the Mission:

1.1 The Mission lasted from 11 March to 20 April 1983. It covered Zambia from 11th through 22nd March, Kenya from 26th March through 1st April, Uganda 2nd through 16th April 1983; and Kenya 18th through 19th April 1983

2. Funding and Justification:

2.1 The workshops were funded by the Canadian International Development Agency (CIDA) the Commonwealth Fund for Technical Co-operation (CFTC) and executed by a resource team (Mr. Florent Tremblay, Ms. Sue Burks, Mr. Crispin Grey-Johnson and Dr. J. A. Bukhala) from the Commonwealth Programme for Applied Studies in Government and Economic Commission for Africa and the Public Service Commission of Canada.

2.2 The workshops were part of planned activities in the implementation of the following:

2.2.1 The Lagos Plan of Action's requirement for the establishment of a Manpower Ministry which was required to (i) formulate related Manpower, Training and Employment Policies and ensure a coordinated approach to manpower planning, training and career planning, productivity and employment planning. (ii) establish a strong and viable organizational machinery with defined unit functions to ensure that manpower planning, training and career planning, employment and productivity planning are undertaken in a systematic and continued basis (iii) identify and develop manpower planners, trainers and guidance and counselling personnel as well as employment and productivity planning personnel to man the new Ministry which would give guidance in operational/monitoring and initiation of action in the execution of the related unit functions at national, sectoral and sub-sectoral levels. (iv) the establishment of a regular source of funding training through the establishment of Training levies and other forms of financial resources mobilization.

2.2.2 The proposals for action recommended by the Commonwealth Human resources Ministerial Consultative Meeting in Monrovia which called for national level inter-ministerial consultations to review the status and effectiveness of existing human resources management systems prior to the establishment or reconstitution of one as required by the Lagos Plan of Action.

2.2.3 The (i) decisions of the first meeting of the Conference of Ministers responsible for Human Resources Planning, Development and utilization and the subsequent (ii) ECA Conference of Ministers Resolution 4.4(XVIII) on "Institutional Machinery for the review of and co-ordination of programmes and policies in human resources planning, development and utilization.

3. Preliminary Activities:

3.1 Following the Commonwealth Human Resources Ministers Consultations and the ECA Human Resources Ministers Meeting in Monrovia ECA wrote to Member Governments drawing their attention to the required ECA/member State's collaboration in the implementation of the above mentioned requirements.

3.2 Among others, Lesotho, Zambia, Kenya, Uganda and Botswana indicated their readiness to collaborate. A preliminary mission was then mounted by CIDA, Commonwealth Secretariat and ECA to Tanzania, Zambia, Zimbabwe, Kenya and Uganda to determine the nature and scope of their requirements and agree on the tentative timing of their respective consultative national workshops.

3.3 Meanwhile the Zambian Cabinet Office secured the services of a Manpower advisor, Dr. Collin Carmichael, who initiated the review process; and in Kenya the Directorate of Personnel established a task force comprising of representatives from Ministries of Education, Labour, economic planning and themselves to work on a national manpower policy proposal and develop details of the content and operational modality of their national consultative seminar. Uganda refined their proposals as developed during the 1980 CIDA/COMSSC/ECA workshops on Training of Trainers in Development Administration and had submitted them to cabinet for preliminary consideration.

3.4 Kenya's national workshop had been fixed and a request for inputs from ECA and the Commonwealth Secretariat made. However, the Commonwealth Secretariat requested a postponement to enable them to mobilize resources. After the initial postponement, Kenya Government meanwhile mounted a manpower survey which necessitated a second postponement of their workshop.

3.5 Zambia and Uganda firmly scheduled their workshops and requested experts from ECA and Commonwealth Secretariat. A planning mission was then undertaken by the reporter to Zambia and Uganda in February 1983 to finalize arrangements of the workshops; and to Kenya, to determine the revised timing for their workshop.

4. Objectives:

4.1 To draw the attention of all national agencies and Government Ministries concerned with human resources planning, development and utilization to the requirements of the Monrovia proposals and decisions on the need for comprehensive policies and institutional machineries for effective human resources management systems.

4.2 To initiate the respective Governments' action towards the establishment of management system for human resources planning, development and utilization by:

(a) reviewing the status and effectiveness of existing manpower planning, training and career planning, and employment and productivity planning sub-systems.

(b) identifying operational constraints and inadequacies in the related sub-system's policies, organizational units and the related unit functions, their staffing requirements, data and information systems.

(c) Agree on and reconstitute human resources management system; and establish a phased programme of action for (i) the installation of the agreed system and (ii) the training and placement of the related personnel within the reconstituted system.

4.3 To undertake consultation with key participants and their related higher level officials on the required workshop follow-up action.

5. Programme Rationale

5.1 Increased Productivity remains the ultimate factor upon which improved quality of life, stability and general well being of people depends. Of the three elements (Money, Materials and Men) which are combined to create and maximize productivity, human resources of a variety of skills and their physical, mental and social well being are the most critical catalyst whose potential is abundantly

available and have become prime determinant of an increased level of productivity and overall socio-economic development.

5.2 It is therefore important that African countries which so far suffer from serious skills deficiencies and the related factors which enhance the quality of their human resource, i.e. environmental quality, health and nutritional dietary intakes, etc. should endeavour to create a framework under which effective planning, development and utilization of human resources can be optimized. To do so there must be in place a management system for planning, development and utilization of human capital. Such a system would consist of the following:

- (i) Planning subsystem
- (ii) Development subsystem
- (iii) Utilization subsystem

5.3 The system can be likened to a financial management system which has always existed in Government and which consists of all three sub-systems in Budgeting, financial resources mobilization, expenditure and audit sub-systems. The first plans how much is required, how it will be secured and spent; the second does the actual mobilization while the third does the spending and control of expenditure and the fourth evaluates the entire exercise. A similar system operates in respect of materials management - procurement supply and stock taking.

5.4 This type of management of financial and materials resources needs to be extended to the field of human resources where the supply demand for the development and use of human resources will be planned, then actually developed and utilized according to planned economic activities. At the third stage, a built-in mechanism would need to be created to estimate effectiveness of outcomes in a manner that would be similar to the financial audit system in which discrepancies would be identified and corrective measures applied as necessary in the next planning and development of the subsystems.

5.5 Where the lack of money and materials have their role in minimizing productivity and development in Africa, human capital plays quite a part not only in the way they plan, budget and audit the productive use of human resources;

but also in the way they continuously take stock of what is available. While the mobilization and use of money is planned, budgeted, audited and is a subject of reports and debates in parliaments, human resource is not given such a treatment. Moreover, while those who mismanage and underutilize money and materials are often queried and even convicted, those who are responsible for mismanaging, under-utilization and even hampering the development and productive use (through misplacement) of human resource do not receive the same treatment. The need is for an approach and attitude to management of human resource as is in the management of financial and material resources.

5.6 African human resources utilization is characterised by a high dependency ratio whereby only a few (out of the prime labour force already affected by unemployment and under-employment) support many who languish in rural and peri-urban areas or in corrective and education and training institutions, handicapped, or retired yet still able to be productively used.

5.7 There is moreover, a tendency to over-emphasize the prime-labour force group at the expense of the youth, retired adults, the handicapped and other able-bodied individuals such as those wasted in correctional institutions and refugee camps. This oversight deprives nation states of the enormous reservoir of human resources potential and increases the already high dependency ratios.

5.8 There is also the tendency to over-emphasize the formal urban sector and the paid wage economy at the expense of the informal urban and rural sector's self-employed income generation economies. The situation thus creates a forgotten portion of human capital struggling to generate marginal income without assistance for developing their skill resources and thus enhance their technology and subsequent productivity.

5.9 It is therefore in the interest of African Government to (i) place the same emphasis on human capital management that they do on financial and materials capital. (ii) balance the productive use of human resource in rural areas as in urban centres. (iii) accord equal priority to the development of human resources management systems in the private, parastatal, and marginal urban and rural sectors as they do for the public service.

5.10 Consequently, African Governments through their Public Service Agencies should and do retain a prime responsibility to ensure and monitor planned and a coordinated approach to the development and productive use of human resources in the Private, rural and parastatal sectors as they do in the Public Sector.

6. The prevailing status:

6.1 The Lagos Plan of Action acknowledged that human resources are a critical input into development and determinant of levels of productivity; and that their sustained planning, development and utilization required as a long term objective, a separate Ministry of Manpower but as a short term measure, a reconstituted machinery within the existing ministerial arrangements.

6.2 It is acknowledged that Governments of Zambia, Kenya and Uganda - already have machineries for human resources planning, development and utilization. However, the planning aspect is not as sustained as it is not integrated into the overall socio-economic development planning. The manpower planning function has not established effective linkages with the development.

6.3 Besides, other agencies in activities pertaining to human resources development such as Ministries of health, education, Agriculture, housing, pollution control and nutrition surveillance often act in isolation and in competition with each other. The same is also characteristic of international and other technical agency efforts whereby valuable time is spent in trying to out do each other thus duplicating and wasting the meagre resources through lack of co-ordination.

6.4 Related policies exist in some areas but they are often fragmented and do not constitute a coherent whole; and neither are they complementary to those for education, employment, or population factors.

6.5 Moreover the staff to conduct manpower planning, training, guidance and counselling as well as employment and productivity planning are as few as they are ill-equipped. It is not therefore uncommon to find a one man manpower planning, training and employment and productivity planning. Moreover, their

roles and functions are not adequately defined; and therefore their job descriptions and related terms and condition of service are not often available.

6.6 The related data and information system's base is inadequate: for those engaged in manpower planning, training and career planning, employment and productivity planning do not often know the types and sources of data they need for their functions. The situation is compounded by the sporadic nature and the long time lapses in the collection of related data. It is therefore not uncommon to find a situation where manpower surveys are conducted at a 10 year interval with systematic training need surveys unheard of.

6.7 Incentives for enhancing human resources productivity and generation of employment opportunities are often mistaken for the institutionalized salaries and other fringe benefits such as education and car allowance, and other benefits which are only enjoyed by the few workers in the formal/wage sector of the economy. These leave out large number of unsalaried self-employed workers in the informal agricultural sectors who also need incentives to produce more.

7. Workshops content and focus:

7.1 The workshops focused on the following:

(a) The nature, scope and role of human resources in maximizing productivity

(b) The feasibility of setting up a comprehensive management system for human resources planning, development and utilization and which will consist of a planning, a development and a utilization sub-systems, each of which would focus on:

(i) Organizational machineries showing key units and unit functions at national, sectoral, sub-sectoral and ministerial/organizational levels;

- (ii) Staffing arrangements, their role and functions as well as career patterns for manpower planners, trainers, Guidance and Counselling personnel and employment and productivity planning personnel;
- (iii) Data and information systems for a sustained effort in manpower planning, training and career planning, productivity and employment planning.

7.2 While the prime focal point of the consultative workshop was the Public Service, it was never-the-less felt that Public Service Agencies - Ministries of Public Service and their service rendering ministries, are not only producers, organizers and consumers of human resources, they are as much organizers and producers of human resources for other sectors, i.e. private, peri-urban and rural sectors as well as parastatal corporations.

7.3 Whereas Governments are the producers of human resources where other sectors dont, Governments often suffer the consequences through poaching by the non-producers. It is therefore in their best interest they not only organize themselves, but organize the others in order to ensure that they plan for their own human resources, develop and productively utilize them in their own organizations.

7.4 It is in the light of the above mentioned reasoning that this report advances the view that (i) Ministries of Labour, in consultation with Employers Federations and Trade Unions (ii) Commerce and Industry in consultation with Public Corporations and their respective holding corporations (iii) Local Government in consultation with the Unified Local Government agencies respectively had a vital role to play in monitoring, co-ordinating and ensuring that the related organizations in the Private Sector, Public Corporations, and rural areas not only received the type of human resources they required and productively used them, but that they planned and programmed their development and productive use; and that they actually trained and productively used their own specialized and tailor made human capital. This is a primary responsibility that Government agencies, and Ministries of the Public Service could not avoid: for the "Public" is not only the "pe ple" and Government and human resource required by itself, but also the "people" in the Private, Public Corporations and rural sectors.

3. Accomplishments:

3.1 Zambia:

3.1.1 The workshop was opened by the Honorable Minister for National Development Planning, Dr. H.S. Meabelo. The subsequent sessions were chaired by the Permanent Secretary, Ministry of Labour, Mr. (now Late) Bwambia Lukutati who was present throughout the workshop sessions. The Technical Organizer and Co-ordinator of the workshops was Dr. Colin L. Carmichael and Mr. R. A. Mataka, Under Secretary, Cabinet Office.

3.1.2 Two sets of workshops were conducted. The first workshop attracted 57 senior-level participants from all Government Ministries and Departments, education and training institutions, professional organizations, Trade Unions, Private and parastatal corporations, International and voluntary technical assistance agencies and interested observers. These participants were technocrats involved in the planning, development distributive allocation and productive use of human resources.

The second one attracted over 66 under-secretary level participants from Government Ministries and Departments.

3.1.3 The focus of the first workshop was on effective management system for human resources planning, development and utilization focusing on organizational units and their respective functions, staffing requirements, information systems; and incentives for enhancing human resources productivity. The second set of seminars focussed on the role of Managers and the reconstituted public service training system.

3.1.4 The workshops operated in plenary sessions followed by discussion groups which focused on specific subjects. There were four discussion groups in the first workshops. These focused on the sub-themes of (i) policy aspects covering overall manpower training and employment policies, (ii) Organizational structures and their related unit functions; and staffing requirements focusing on their schemes of service and career patterns and (iii) Data and information systems required within the Manpower Planning, training and career planning, employment and productivity planning subsystems and (iv) incentives for enhancing productivity and generation of employment

opportunities in depressed areas. To facilitate discussions, chairmen of the various discussion groups received discussion guidelines prepared by the resource team. Also available were review papers prepared by local resource personnel and proposals on policy, organizational unit functions and staffing aspects as prepared by ECA.

8.1.5 The second set of seminars operated in plenary sessions thereafter into discussion groups.

8.1.6 Major conclusions of the Zambian workshops were as follows:

A Policy aspects:

- a₁ There is need for an overall manpower policy to provide guidance on various factors such as demographic/population factors education, training, productive use, employment plus related incentives for enhancing human resources productivity.
- a₂ Policy aspects of the Demographic factors need to give a guidance on the Governments intention to relate population rate of growth to national capacity to provide for the essential services of education, training, health, food and nutrition, housing and other social service's distribution infrastructure.
- a₃ The educational policy considerations need to give guidance on measures for re-orientation of education curricular and instructional practices to the scientific, technological and behaviorial science mix requirements of the key socio-economic industrial activity.
- a₄ The training and job skills policy consideration need to give guidance on measures for the implementation of the principle of ensuring that training and skills development opportunities were provided at (i) every point of exit from the formal education systems and at (ii) every centre of socio-economic (production or service rendering) activity - be they in rural or urban formal and informal sectors.

- a₅ The policy considerations on the distribution, allocation and productive use of human resources need to give guidance on national commitment to totally mobilize and productively use its youth, prime labour force, the retired adults, handicapped as well as those in educational institutions, and in prisons so that they are productive while in training or corrective institutions; and that such measures are designed to reduce the high dependancy ratio and enhance human resource productivity for the benefit of individuals and the nation as a whole.
- a₆ Specific policies on education, training and employment need to be developed within the framework of the overall manpower policy and that those ministries identified as responsible for for each key sector was to translate the broad policy guidelines into specific population, education, training and employment policy measures to guide and regulate action in the respective areas.

The need for the review of education and employment policies; and the reformulation of more comprehensive training policies was therefore underscored.

b, Organizational Aspects

The following three tier organizational framework was proposed:

- A. The overall national point of focus and reference in respect of initiating action, providing guidelines and operational monitoring and consolidation of various plans in manpower planning, training, distributive allocation and monitoring the productive use of human resource was the National Commission for Development Planning
- B. The commission was in turn expected to delegate the respective executive responsibility to four ministries for key sectoral activities as follows:

- B₁ Cabinet-Directorate of Manpower Development:
Responsible for the Public Service and accountable for, initiating action, monitoring, execution and receiving and integrating related reports and plans from all other Government Ministries, i.e. the Civil Service.
- B₂ Ministry of Labour - Responsible for the Private Sector and accountable for initiating action, monitoring manpower planning, training, employment and productivity planning as well as utilization activities, receiving respective reports and plans, consolidating them and forwarding them to NCDP.
- B₃ Ministry of Local Government - Provincial Administration:
Responsible for the Rural sector and accountable for initiating action and monitoring manpower planning, training, employment and productivity planning and human resource utilization activities receiving related plans consolidating them and forwarding them to NCDP.
- B₄ Ministry of Commerce and Industry* responsible for Public Corporations and through Zimco accountable for initiating action and monitoring manpower planning, training, employment and productivity planning and plans and consolidating them for submission to NCDP.

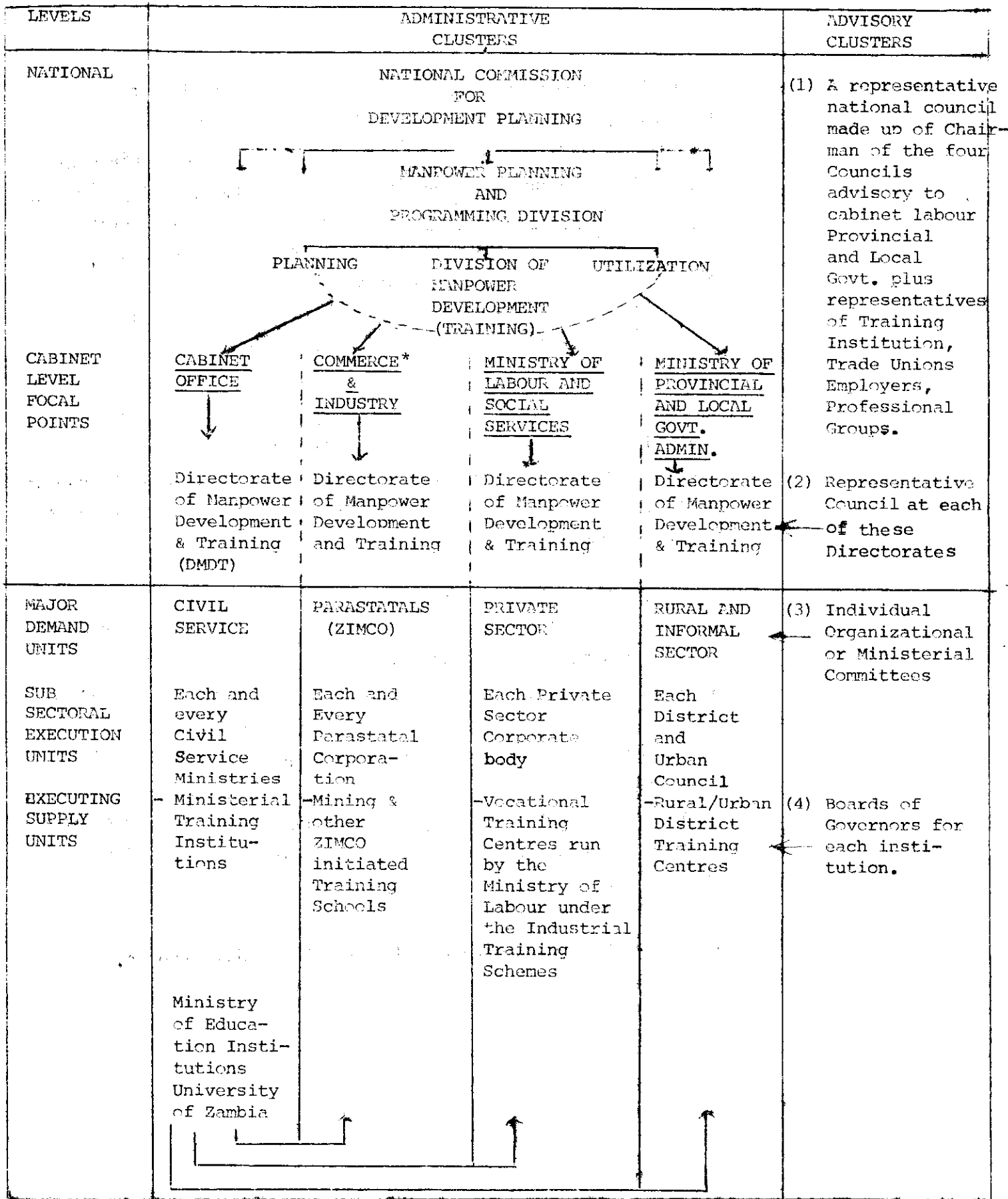
* No Ministry was agreed, but Zimco was put forward instead. The author argued and still does, that Zimco has no representation at Cabinet Level, and cannot therefore be held accountable to Cabinet. It has however come to light that the Ministry of Commerce and Industry has on-going operational relationship with Zimco; consequently, it may as well be reasonable to include human resources management (through ZIMCO) in these relationships. Hence the proposal for designating this Ministry, the function of managing the planning, Development and utilization of human resource in the Parastatal Corporation with ZIMCO being delegated the executive functions.

- C. Each of the above mentioned Ministries is expected in turn to delegate the responsibilities for actual execution of manpower planning, training and career development, employment, productivity planning productive use of its human capital to each of the individual ministries, parastatal corporations, private sector corporate bodies, and indeed district councils, etc. for the planning, training, distributive allocation and productive use of human resource in accordance with its own specialized tailor made human resource needs.

In order to ensure that the above mentioned proposals worked, the following action was considered necessary: The commission needed to restructure and reconstitute human resources management system. It also needs to develop its personnel to better fulfill the role expected and assigned to it.

The Ministries of Provincial Administration, Local Government, Labour, Commerce and Industry will similarly need to restructure their human resources planning, development and utilization sub-systems and units, establish internal Directorate of Manpower Development similar to the one in cabinet office. This will enable them to carry out the added responsibilities not only for themselves, but also for the sectors for which they have been assigned the responsibility. Cabinet should take on the office responsibility of assisting these Ministries to reorganize themselves.

The following diagramme shows the preceding arrangements.



* Though the workshop insisted on and proposed ZIMCO instead of this Ministry, the author of this report suggests a reconsideration in favour of this Ministry or any other, as ZIMCO has no cabinet level status.

D. Staffing Aspects

It was agreed that the Manpower Planning, Training and Career Planning employment and productivity planning function are specialized functions. Consequently they required specially trained and designated personnel, manpower planners, Manpower or staff Development Officers, Employment and Productivity Planning officers. Whatever designation, it should indicate their major function and role in planning, development and productive use of human resource. Detailed functions and job description, career patterns and schemes of service remained to be worked out definitively.

E. Advisory Functions:

At each of the levels A, B, and C, it was considered advisable to have representative councils and Committees to ensure that the programme reflected and took cognisance of the special interests and all the areas of need.

F. Data and Information system.

On data and information system the various types, nature and sources of data required for manpower planning, training, employment and productivity planning was to be developed: the details of which were to be worked out.

G. The undersecretaries' workshop concluded that line managers were as much responsible for manpower planning, development and productive utilization of those under them as they were for Budgeting, mobilization, expenditures and auditing of the use of money and materials; and hence their critical role in re-constituting and installing an effective system for human resource planning, development, deployment and productive utilization.

8.1.6 Further consultations with the Director General of the National Commission for Development planning emphasised the important role the commission had been assigned and the need for it to restructure the Department of Manpower into three units each of which would be responsible for the various key activities in Manpower Planning, training, employment and productivity planning.

8.1.7 Consultations between the workshop chairman, the co-ordinators and the team, resolved that further consultations with the Head of Civil Service and the submission of the workshop report with appropriate suggestions as recommended by the workshop participants were necessary.

3.2. Kenya

It will be recalled that Kenya Government, upon the return of its participants from Monrovia, had (i) formed a task force which had continued with consultations and had developed proposals for their policy and an aide-memoire for the content and conduct of the national workshop on Kenya's human resources management systems. (ii) Submitted their aide-memoire to ECA for comments and re-organization and requested ECA' and commonwealth secretariats involvement and input in the workshop, and that (iii) the Secretariat was not ready in terms of consultations with CIDA for mobilization of resources and had consequently requested a postponement and rescheduling which was agreed to by Kenya Government; and further that (iv) Kenya in turn requested a postponement and rescheduling explaining that those at the centre of the workshop were involved in the national manpower survey, and that the workshop should be held at the end of the manpower survey, exercise then expected to be April ending.

8.2.2. In the meantime, the Commonwealth Secretariat expected a renewal of request earlier made and the subsequent request for postponement first by the Commonwealth Secretariat and second by organizers in Kenya.

8.2.3 The circumstances surrounding Kenyan workshop were thereby reviewed whereby it was agreed that subject to the commonwealth Secretariat receiving the "high-level" renewed request.

- (i) The workshop would be rescheduled for July 1983
- (ii) and the workshop would in any case go ahead irrespective of whether the manpower survey had been completed or not.
- (iii) An official of the Directorate of Personnel would then contact the Commonwealth secretariat to clarify and make a fresh request.

8.3 Uganda

8.3.1 Ugandan workshop was not formally opened and neither did it have a formal chairman. Co-ordinated by the Ministry of Public Service, and Cabinet affairs, the workshop got under way on 5 April.

8.3.2 The workshop was attended by 20 participants drawn from offices of the President and the Prime-Minister, Ministers of Public service and cabinet affairs, information and broadcasting, agriculture and fishery, lands minerals and water resources, works, culture and community development, tourism and wild life, internal affairs, labour, housing and urban development, rehabilitation, health and finance.

8.3.4 The workshop was conducted in instructional plenary sessions followed by discussion groups. Each discussion group focussed on organizational set up and its unit functions, staffing requirements, data and information systems.

(a) Organizational aspects:

The workshop agreed on a three tier organizational arrangement as follows:

- A. At the national level, the major focal point of reference was to be the Ministry of Planning and Economic Development.

To enable the Ministry to carry out its functions, it was recommended that the Division of Human resources Management be restructured to ensure that attention was paid not only to initiating and monitoring activities in Manpower Planning, but also to monitoring the development and productive use of human resource.

B. That the Ministry of Planning and Economic Development should in turn delegate executive functions to the following:

P₁ Ministry of Public Service and Cabinet affairs: responsible for the Public Service and accountable for initiating action, setting schedules and providing guidelines in planning, training and career Planning, distributive allocation and productive use of human resource in the Public Service inclusive of those in the Ministry of Economic Planning and Economic Development, receiving the related plans preparing a report and consolidating them for submission to the Planning Ministry.

P₂ Ministry of Labour: responsible for the Private and Parastatal sectors, and accountable for initiating action, setting schedules, providing guidelines and monitoring their manpower planning, training and career development distributive allocation and productive use of human resources, receiving the related plans and consolidating them for submission to the Ministry of planning and economic development for consolidation in the National plan.

B₃ Ministry of Local Government - responsible for the rural and urban sector; and accountable for initiating action, setting schedules, and providing guidelines in Manpower Planning, Training and Career Planning, Distributive allocation and productive use of Human resources, receiving the related plans and planned training programmes, consolidate and submit them to planning Ministry. It was however added that the Ministry should work hand in hand with Ministry of Co-operatives, Agriculture, health, commerce and Industry, co-operatives, etc.

C. The third level, execution of manpower planning, training and productive utilization activities were to be delegated from the second level key sector Ministries to each Ministry and corporate body or rural/district or urban city/municipality under their respective jurisdiction as appropriate.

(b) Programme Execution

To enable these measures to function, it was agreed that to each Ministry or Public and Parastatal corporation or rural/urban council was to establish a Manpower Development Unit with a team of Manpower Planners, Trainers. It was additionally stressed that each Ministry or Corporate body, municipality/district, needed to have as is the case with Ministries of Health Agriculture, institutions that trained their specialized personnel. It was further stressed that the Ministry of Labour with its Vocational training institutions, as well as the Management Training and advisory centre, was well on its way to preparing itself to meet the needs of its clients; and that while the Ministry of Public Service had its own

institution-IPA, and others owned and run by individual Ministries, the need was for the Ministry of Local Government to consider how it would meet the specialized Manpower Planning and Training needs of its clientele of District Councils, Municipalities and City Councils, and above all, those engaged in traditional craft and entrepreneurial income generating activities in rural and urban centres: and who needed to improve on and enhance their technology and skills.

(c) Advisory Arrangements.

At each of the levels, and for each of the key sectoral Ministries for each Ministry and corporate body, and training institutions, it was concluded that an advisory body may be necessary though not obligatory; and that a manpower policies and programmes Development Unit (MPPDU) as it is being developed in the Ministry of Public Service and Cabinet Affairs is imperative. The above mentioned advisory bodies, may need to co-opt specific skills technical committees such as for Medical, Education, catering, etc. and Legal training, etc.

The following diagramme attempts to indicate the various Ministries to which Human resources Planning, training, and distributive allocation functions have been delegated. It shows their respective major demand sectors, and their respective supply institutions as discussed in the preceding sections.

FUNCTIONAL/ EXECUTING LEVELS	ADMINISTRATIVE CLUSTER			ADVISORY CLUSTER
<p>Policy Guidance, Consolidation of Plans and Co-ordination of activities</p> <p>Ministries Major Sectoral for Policy Guidance, Consolidation & Co-ordination of activities.</p>	<p style="text-align: center;">CABINET M.P.J.E.D.</p> <p style="text-align: center;">Manpower Programme & Co-ordination Division</p> <p>Ministry of Public Service and Cabinet Affairs (MPPCS) Ministry of Labour (MPPCS) Ministry of Local Government (MPPCS)</p>			<p>Representative Advisory Council drawn from a wide spectrum of clientelle</p>
<p>Major demand</p>	<p>Responsible for Manpower Planning Training, Distributive allocation and production use of Human Resource in <u>The Public Service</u></p>	<p>Responsible for Manpower Planning, Training Distributive allocation & utilization of human resources in</p> <p>(i) <u>The Private Sector</u></p> <p>(ii) <u>Public Corporation</u></p>	<p>Responsible for Manpower Planning, Training, Distributive allocation & Productive utilization of human Resources in Rural & Informal Urban sector</p>	<p>Representative Advisory Committees (Optional)</p>
<p>Executing Ministries/ related demand sub-sectors</p>	<p>All Government Ministries and Departments</p>	<p>(i) All Private Industrial Concerns - Mehta Group - Madhrani Group</p> <p>(ii) Public Corporations eg, UEB UDC EMB, etc.</p>	<p>District Councils Urban Councils Municipalities</p>	
<p>Executing Management units within Ministries</p>	<p>Ministerial Human Resources Management Units.</p>	<p>Private/Parastatal Corporations Human Resources Management Divisions</p>	<p>Traditional Craft, and small holder income generation center</p>	<p>Representative Advisory Committee</p>
<p>Executing Supply/Training Institutions</p>	<p>Pre-Inservice Training Institutions Medical/ Agricultural Training Colleges College of Commerce IFA Makerere University</p>	<p>Vocational Training and Trade Testing Centres</p>	<p>District/Rural Development Training Center</p>	<p>Representative Boards of Governors</p>

(d) Policy considerations:

It was concluded that an overall Manpower Policy was a precondition for the formulation of those related to training, employment and incentives; and that such an overall policy need to issue broad guidelines covering.

- (i) Demographic factors: which should provide guidance in the relation of population growth rates and the nations capacity to provide the essential sources.
- (ii) Education factors which should provide guidance as to the arts mix in relation to scientific, technological and behavioral science skill requirements.
- (iii) Training and job skill development factors which should make provision for training opportunities to be provided at (i) every point of exit from the formal education system and at (ii) every centre of socio-economic activity in the formal sector, and at every centre income generation activity in informal sector.
- (iv) Employment/human resources utilization factors to provide for guidance on how the nation would narrow the high dependency ratio, mobilize all and productively use everyone the youth, prime labour force group, retired adults, handicapped, and those in training and correctional institutions.

- (v) Incentives for productivity and generation of employment opportunities: which indicated that institutional salaries and other fringe benefits were not necessary incentives for inducing and sustaining productivity.

Within the requirements of the above broad policy measures, the need, it was stressed, would be for detailed training policies, employment policies and the measures and guidelines that would facilitate coherence and effective co-ordination.

8.3.6 Final consultations were held under the Chairmanship of the Minister for Public Service and Cabinet Affairs, between the workshop participants and Permanent Secretaries of Ministry of Public Service and Cabinet Affairs, Information and Labour. In the course of the consultations, participants were advised to:

- (i) Express organizational Unit Functions, rather than organizational sections or divisions as this would give an impression of an unwieldy and organizationally overloaded structure.
- (ii) "Soft peddle" on the idea of advisory units at each of the level as such bodies tend to interfere with and retard the work of the executing units they are about to advise. It was then concluded that in any case, these should not be obligatory and should be left to the discretion of the executing agency.
- (iii) Subject their report to treatment by a task force which was then appointed. The group would refine it adding more substance and making it more coherent after which it would be submitted to the Permanent Secretary, Ministry of Public Service and Cabinet Affairs; and that

(iv) Their final report would be a subject of discussion at a forthcoming seminar of Permanent Secretaries who would consider to prepare a Cabinet paper on Uganda's Manpower Policy together with human resources management system.

9. Evaluative Observations:

9.1 The success of the workshop and the persistent follow-up of the recommendations needs a national point of advocacy. This point of advocacy should be made up of chief technocrats in manpower planning, training and career planning, employment and productivity planners. These officials would be from the Government Ministry responsible for manpower planning, training and career planning, employment and productivity planning. Such a team constituted on imperative counterpart to the ECA/CIDA/COMSEC team which should then be supplemented by the technical assistance personnel in the country.

9.2 Where such a strong national team of technocrats does not exist, the advocacy was left either to ECA/CIDA/COMSEC team or the technical assistance personnel. This made things look as though it was an imposition from external agents and thus minimizing national ownership of the conclusion and the motivation for persistent local level follow-up.

9.3 When the national team does not do its homework of reviewing the status and ensuring the preparation of papers, focussing on problems and constraints, and proposed measures for policy, organizational unit functions, staffing and data and information systems of their human resources management system and its subsystems of manpower planning, training, employment and productivity planning; the subsequent workshop discussions lacked points of comparative reference; thus making the guidelines and the ideas presented by the external team look like "pushing one view/side" only.

9.4 It is therefore imperative that in preparation for this workshons, Governments need to identify national technocrats who should do a thorough job in the preparation of national proposals and ideas. With these on hand, it would be easy to take advantage of what the external team has to offer: their ideas would supplement national efforts in refining or enriching their proposals thereby making the workshons a truly consultative.

9.5 Where there was an overwhelming number of technical assistance personnel in a number of ministries at national level, there was a tendency for conflict developing among them: with each tending to outdo the other in flying their respective agencies' flags. This not only deprived the workshons of an honest supplementation of ideas, but it meant that some merely accommodated the situation in the course of the workshop, only to undo the decisions afterwards. Thus the regional level interagency competition and rivalry, tends to surface between their related personnel.

9.6 It is also imperative that national team of technocrats take charge of these workshons and only use technical assistant teams as advisers rather than standard bearer and doers. Where they become standard bearers or doers, it becomes difficult for them to pass on the know-how as the nationals become relegated to passive observer roles.

9.7 The need for planning sessions of resource team to synchronize ideas, interests, expectations and programme content between themselves then with national technicians and their technical assistance advisers need not be underscored. Otherwise without such prior consultations, confusions and competition tended to crop up only to add confusion to an already confused and competitive situations.

9.8 The proposal guidelines developed by ECA and which covered policy, organizational unit functions and staffing requirements only need to be enriched by adding introductory points analysing major problem areas and pointing to the need. A final section on data and information systems focussing on the nature and scope, as well as the types, sources, frequency of collection and data required needs also to be added at the end of each of proposals on manpower planning, training employment and productivity planning.