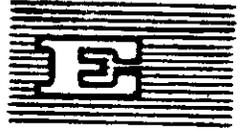


UNITED NATIONS  
ECONOMIC  
AND  
SOCIAL COUNCIL



51100



Distr.  
LIMITED

L/CN.14/WP.6/9  
12 July 1966

Original: ENGLISH

ECONOMIC COMMISSION FOR AFRICA  
Working Party on Manpower and Training  
Addis Ababa, 26 September - 1 October 1966

ADMINISTRATIVE PROBLEMS OF TECHNICAL CO-ORDINATION

IN MANPOWER PLANNING

(Paper presented by the ILO)

## TABLE OF CONTENTS

	<u>Pages</u>
<u>Introduction</u>	1
I. <u>Minimum Administrative Requirements</u>	2
A. Basic Policy Decisions	2
B. Manpower Planning, a Collective Undertaking	2
II. <u>Organization to Meet Minimum Administrative Requirements</u>	3
A. <u>Organizational Structure</u>	3
1. National Economic and Social Development Board	3
2. National Economic and Social Planning Secretariat	4
3. Manpower Committee	4
4. Technical Working Groups	4 6
B. <u>Essential Co-ordination Points</u>	6
1. Integration of Manpower Planning into Over-all Planning	7
2. Standardization and Co-ordination of Basic Manpower and Employment Information Programmes	7
3. Co-ordination of Education and Manpower Planning	7 & 8
4. Consideration During Formulation of the Plan of Problems in Implementing Manpower Aspects	8
III. <u>National Variants</u>	9
A. Organization by Political Subdivision	9
B. Planning Unit in the Ministry of Labour	9 & 10
C. Legislature	10
D. Expediting Unit	10
E. Programme Evaluation Unit	10
F. Staff Training Centres	11
IV. <u>Principal Difficulties in Administration and Measures of Overcoming Them</u>	12
A. Application of "Line" and "Staff" Concept	12
B. Terms of Reference	13
C. Office of Organization and Methods	13

ADMINISTRATIVE PROBLEMS OF TECHNICAL CO-ORDINATION  
IN MANPOWER PLANNING<sup>1/</sup>.

Experience in manpower planning reveals certain administrative requirements which arise from the nature of the function itself. Although this paper is limited to the consideration of such principles it is recognised that in practice additional organizational requirements stem from a variety of national economic, social and political factors. It is likewise recognised that the establishment of administrative organization of manpower planning is necessarily undertaken in progressive steps and that a number of countries have so far had time to undertake only the beginning steps toward the development of the comprehensive institutional pattern discussed here.

INTRODUCTION

Increased knowledge of methods of manpower planning and the range of skills required of "manpower planners" brings greater insight into the administrative arrangements needed to carry out this function. In fact, the development of the institutional structure and the development of methodology have a reciprocal effect. Improved administrative organization leads to more refined methods and these in turn reveal critical points where the supporting structure may need strengthening. However, at times administrative problems of manpower planning tend to be somewhat overshadowed by a wider interest in problems of methodology. The purpose of this paper is to outline the organisational requirements called for in manpower planning and ways of meeting these requirements. It does not cover methods and techniques of manpower planning but is limited to consideration of the arrangements that make possible the accomplishment of this work.

---

<sup>1/</sup> Background Paper Contributed by the International Labour Office

## I. MINIMUM ADMINISTRATIVE REQUIREMENTS

The work of manpower planning is essentially technical. The generic term "manpower planner" covers the general manpower technician and the group of specialized technicians whose work enters into manpower planning, e.g. labour economists, demographers, industrial engineers, statisticians, occupational analysts, administrators of manpower services, etc., no one of whom can do manpower planning alone, but all of whose technical expertise is required for comprehensive planning. However, in order to pave the way for their technical work, certain initial policy decisions are required.

### A. Basic Policy Decisions

A policy decision needs to be taken at the highest level of government that manpower planning is to be carried out as an integral part of national economic and social development planning<sup>1/</sup>, that the programme shall be a continuing one, that it shall be comprehensive, omitting no elements in the labour force, economic branches, occupational groups or geographic areas, and that there shall be national standards for the statistical and non-statistical data required for planning purposes.

### B. Manpower Planning, a Collective Undertaking

Coupled with this decision is the adoption of the policy that manpower planning shall be a collective undertaking; that the administrative structure shall include establishment of new organizational units and the reorientation and revitalisation of certain existing units, particularly those responsible for implementation of manpower plans; and that there shall be tripartite participation in manpower planning of government and representatives of employers' and workers' organizations.<sup>2/</sup> Thus, co-ordination becomes the over-riding administrative requirement for manpower planning.

<sup>1/</sup> At the international level such a policy has been incorporated in ILO Recommendation (No. 122) Concerning Employment Policy.

<sup>2/</sup> See ILO Recommendation (No. 113) concerning Consultation (Industrial and National Levels)

## II. ORGANIZATION TO MEET MINIMUM ADMINISTRATIVE REQUIREMENTS

### A. Organizational Structure

The administrative requirements imposed by the character of the manpower planning function result in a tendency for countries to establish institutional support having similar basic features. This is taking place despite the existence of wide national differences in public administration in general which stem from diversity of social, economic, political and geographic factors. It is not that such factors are of any less importance but that countries engaged in comprehensive manpower planning are learning to meet, within their own national situations, the basic organizational requirements called for. Regardless of differences in the distinctive national titles that may be assigned, the administrative structure for manpower planning that emerges consists of four principal types of bodies: a National Economic and Social Development Board, having a Manpower Committee to which are attached a series of Technical Working Groups, and a National Economic and Social Planning Secretariat. Officials of the latter body serve inter alia as executive secretaries to the Board, to the Committee and to the Technical Working Groups, respectively. These four types of bodies are described below:

#### 1. National Economic and Social Development Board

A National Economic and Social Development Board which reports to the Chief Executive is required to reach initial policy decisions and to deal with further questions of policy in putting them into effect. The Board, composed essentially of cabinet level officials from the economic and social ministries, recommends to the Chief Executive the manpower planning policies that it has considered in conjunction with parallel basic policies regarding investment and production planning. It is the Board which recommends the adoption or modification of the proposed national economic and social development plans. Therefore it serves as the keystone in the entire complex institutional structure for national development. All other parts of the administrative organization for planning are related to it.

## 2. National Economic and Social Planning Secretariat

A National Economic and Social Planning Secretariat is indispensable to the work of the National Economic and Social Development Board. The Secretariat, staffed by full-time technicians is responsible, on the basis of very broad directives from the Board, for research and analysis leading to the formulation of draft plans (and alternative plans) for submission to the Board. The internal organization of the Secretariat follows functional lines and has principal divisions for manpower, investment and production planning. The Director of the Secretariat is ex officio Executive Secretary of the Board.

## 3. Manpower Committee

The work of the Board is wide and calls for the organization of a series of subordinate committees, one of which is the Manpower Committee. This Committee considers questions of manpower policy and makes recommendations to the Board as a whole. It is often chaired by the Minister of Labour and is composed of the policy-level officials of the principal government departments whose regular responsibilities include the collection of population and labour force data and the operation of manpower services, such as the employment service, vocational training and vocational guidance. The chief of the Manpower Division of the Secretariat serves as Executive Secretary of the Manpower Committee.

## 4. Technical Working Groups

There is required a series of ad hoc Technical Working Groups operating under the Manpower Committee. The initial basic policy decisions and the institutional arrangements for their adoption do not, in themselves, assure administrative co-ordination. This becomes a reality only when technicians are given the opportunity of working out jointly the detailed procedures by which the policies are to be implemented.

The organizational structure for manpower planning must also provide the means whereby all existing organizational units, both within and where appropriate, outside government, having a technical contribution to make at

one or more stages in the manpower planning process, come together for the purpose of co-ordinating their work. The implementation of policies require that technicians working within given technical areas reach agreement on common standards, on the division or sharing of work assignments and on the synchronization of complementary work schedules. Such administrative arrangements are needed at the pre-planning or data-collecting stage, and extend through the intermediary stages of plan formulation to the final stage of plan implementation.

The establishment of a series of ad hoc Technical Working Groups under the Manpower Committee is essential for this purpose. Membership may vary from group to group according to specific technical problems; however, the composition of any one group needs to have a nucleus of technicians drawn from the departments, agencies and organizations represented on the Manpower Committee. A member of the Manpower Division of the Secretariat serves as Executive Secretary of a Technical Working Group. The decisions of each Technical Working Group are presented as recommendations to the Manpower Committee for appropriate action. Individual members of the Manpower Committee may act directly in so far as they may be authorized as chiefs of principal executive authorities or the action may be in the form of recommendations to the Board by the Committee as a whole.

The First Technical Working Group required is one which can deal with the problem of the basic information needed for manpower planning. The initial terms of reference of such a Group need to cover the following: determination of all the types of manpower and related data, both statistical and non-statistical, required to formulate the plan and test its feasibility; identification of the sequence in which the information is to be used; development of agreed national statistical standards for the measurement of population, labour force, unemployment and under-employment, education and vocational training, i.e. agreement on definitions and concepts and on national standard systems of industrial, occupational and education/training classification for the analysis of manpower data; and identification of the data collection programmes necessary, both ad hoc and regular, and as a corollary recognition of the inter-dependence of the various programmes.

Other Technical Working Groups: The establishment of the First Technical Working Group is a basic step. The operation of this Group leads to the organization of other Technical Working Groups whose terms of reference cover additional technical areas in the field of manpower in which co-ordination and joint action is also essential. (Alternatively, they may provide more detailed consideration of a single aspect of the work of the first Group, e.g. a separate Technical Working Group devoted to the establishment of a national standard occupational classification system).

It is not appropriate, in a general description of minimum administrative requirements for manpower planning, to indicate precisely the Technical Working Groups required in addition to the one dealing with basic information since the need for such groups may vary from country to country. It is possible, however, to list the broad types of technical problems on which technical co-ordination is essential to planning and on which co-ordination may be brought about through the operation of Technical Working Groups. These technical problems include: organization of the employment market, i.e. arrangements whereby inter-dependent manpower services such as vocational guidance, vocational training and employment placement approach manpower policies and plans in an integrated manner; co-ordination of national education and vocational training programmes; improvement in manpower utilization, motivation and productivity; estimation of future manpower resources and requirements by economic sector; and recommendations to overcome potential imbalances in manpower resources and requirements including those arising from social and cultural factors.

#### B. Essential Co-ordinating Points

The strength of an administrative organization for manpower planning can be measured by the extent to which it assures effective co-ordination in four essential respects. If this is achieved, co-ordination in other areas is brought about as a consequence. These essential co-ordinating points are outlined below. The outline also provides a review of the major features of the organizational pattern that meets minimum administrative requirements for manpower planning:

1. Integration of Manpower Planning into Over-all Economic and Social Development Planning

The Secretariat includes a Manpower Division enabling manpower planners to work with investment and production planners in the other functional divisions of the Secretariat. In this way, by reporting to the Director of the Secretariat who co-ordinates the work of all functional divisions, the manpower planners are drawn into plan development at each stage in the process, beginning with the fixing of over-all provisional targets. By this arrangement the situation is avoided whereby the work of so-called manpower planners is limited to estimating manpower and employment implications of the plan after it has been formulated.

2. Standardization and Co-ordination of Basic Manpower and Employment Information Programmes

The Manpower Committee meets the need of the Manpower Division of the Secretariat for a central point to which it can make known its requirements for manpower and employment data which of necessity must come from many sources, some of which are complementary. It also provides the means of formulating nationally agreed standards as to definitions, concepts and classification of data. The Manpower Committee provides the Manpower Division with an effective line of communication to all organizational units of government, having responsibility for the collection of the required statistical and non-statistical information. Through the Technical Working Groups attached to the Manpower Committee, particularly the First Group, national standards are worked out which ensure comparability of information regardless of source.

3. Co-ordination of Educational Planning and Manpower Planning

The dovetailing of educational planning and manpower planning functions takes place at four related points in the organizational structure. In this way educational planners take into account future manpower requirements in terms of occupational categories and the resulting general and specialised education required; conversely, the manpower planners take into account

educational plans when estimating the quantitative and qualitative aspects of the anticipated turn-out of educational institutions.

The National Economic and Social Development Board, whose membership includes ex officio the Minister of Education, the Minister of Labour and heads of other executive authorities concerned with educational and manpower planning, considers at the same time the parallel and divergent policy proposals on education and manpower. Within the Secretariat, educational planners and manpower planners carry out complementary analyses to formulate their respective draft proposals. The Manpower Committee includes in its membership the Minister of Education whose views and programmes are considered in shaping manpower policies. Participation on the First Technical Working Group, of technicians from the Ministry of Education assures that basic information for which educational and manpower planners have a common need is supplied according to mutually agreed national standards. Technical co-ordination of educational and manpower planning may also be provided through a Technical Working Group specializing in problems of co-ordination of educational and vocational training programmes.

#### 4. Considerations During Formulation of the Plan of Problems Involved in Implementation of Approved Plans

Membership of the Manpower Committee includes administrators of manpower services, representatives of employers' and workers' organizations and others having major responsibilities for putting into effect the manpower aspects of the plan. By systematically making proposed plans known to the Committee, the judgement and opinions of these individuals are brought to bear at important preparatory stages of planning, e.g. fixing production objectives and selection of projects. Such consultation furnishes a feasibility review of proposed plans from the standpoint of manpower and employment based on factors that may not be readily apparent from statistical analyses alone. Also such consultation paves the way for active and understanding support during subsequent implementation of approved plans.

### III. NATIONAL VARIANTS

Within the general framework of the institutional structure for economic and social development described above there may be found a number of national variants which arise principally in response to specific national requirements. In most instances they represent an adaptation or refinement of the general administrative organization of manpower planning and not a fundamental difference in the concept of minimum requirements.

#### A. Organization of Political Subdivisions.

When a country is a federation of fairly autonomous states it is not uncommon to find the central structure more or less repeated at the level of major political subdivisions, with each state or province having its own Economic and Social Development Board, Planning Secretariat, Manpower Committee and Technical Working Groups. The provincial organization is linked to the central organization in a number of ways although the essential tie is provided through the provincial governor or principal minister serving as member of the National Economic and Social Development Board. Similarly the Chairman of the Provincial Manpower Committee is ex officio a member of the comparable committee of the central government.

In countries which do not have a federal form of government and where the major political subdivisions have fairly limited autonomy, it has in some instances been considered nonetheless useful to have provincial governors appointed as members of the National Board.

#### B. Planning Unit in the Ministry of Labour.

In some countries, special units with planning or co-ordinating functions have been set up within the Ministry of Labour. These units are generally responsible for the research and planning needed to integrate the work of the Ministry more closely into the process of economic and social development; they often act as the main channel of communication between the Ministry and the National Economic and Social Development Board. These functions tend to bring such units into a co-ordinating role within the Ministry itself,

so that they may become responsible for advising on such questions as its internal organization and the priorities to be given to different programmes in the light of the country's economic development objectives.

C. Legislature.

If the development plan is submitted to the legislature for formal adoption, that body may also appear as a component of the general structure. In some places representatives of the legislature are also included in the membership of the Board.

D. Expediting Unit.

Progress in the implementation of plans and obstacles encountered in their fulfilment are of concern in the continuing planning process. Although responsibility for the implementation of plans falls to the principal executing agencies of government, certain difficulties encountered in carrying out the plan may involve several agencies or may be outside the powers of any one to overcome. For this reason in some countries a unit responsible for expediting the execution of the plan has been set up, reporting to the Board. While the Secretariat retains the staff responsibility for continuing appraisal of results being achieved as the plans unfold, the expediting unit has the line responsibility for undertaking ad hoc measures to overcome difficulties as they arise. Such actions may have significance for the subsequent revision of the plans.

E. Programme Evaluation Unit.

In certain countries, within the National Economic and Social Planning Secretariat, there exists a Programme Evaluation organization consisting of a number of specialized units. The purpose of this organization is to conduct, through its specialized units, a systematic and objective assessment of achievements and weaknesses in various economic activities. Emphasis is laid primarily on appraising operational problems at the field level and on recommending specific measures to improve operations within the framework of established procedures, policy decisions and desired objectives. In some cases, such evaluation studies may reveal the need to modify plans, policies and procedures where these act as obstacles to better achievements.

F. Staff Training Centres.

Staff training is an administrative responsibility found in all organizations. The extent to which this responsibility is developed beyond the relatively simple activities involved in the induction of new personnel depends largely upon whether there is need for continuing technical training on the job or whether it is possible to employ personnel who are already well qualified before joining the organization. In view of the fact that many manpower planning activities have developed only recently and persons experienced in this work are in short supply, staff training becomes a major consideration in the organization of manpower planning. The problem is being met in a number of ways, including special schemes for training of staff outside the organization both before and after entry on the job. In some instances however staff training centres have been established as special components of the central planning body itself in order to meet this problem.

#### IV. PRINCIPAL DIFFICULTIES IN ADMINISTRATION AND MEASURES TO OVERCOME THEM

No matter how logically manpower planning may be organized, it carries with it certain inherent difficulties. These are principally ones of co-ordination, and of co-operation between members of the different bodies. It is important that each member should not only be aware of the boundaries of his own function, but should also be aware of the functions of other members and how these are inter-linked.

##### A. Application of "Line" and "Staff" Concept

It is useful to review the types of administrative functions, often referred to as "line" and "staff". The former is essentially a directive function while the latter is an advisory function. A line function is operational in character and entails decision making and command. It obviously occurs where there is a chain of command running from the head of a department to the remotest field office but it is not limited to large organizations. The purpose of the line function is to bring about action directly.

In contrast, a staff function relates to research, analysis, and planning, and to the counselling of those who have line responsibilities. Staff work may also include co-ordination and communication of ideas, and negotiation. The purpose of the staff function is to assist the line officer in decision making.

All organizations have components which carry out line functions; some have in addition, components which carry out staff functions. Although a component as a whole may have the general mission of carrying out staff functions, within its own internal organization there exists a line function.

Most officials understand administration from the standpoint of line authority and know what is required of a line officer. Many are less familiar with the authority and responsibility of a staff unit and do not fully appreciate how to give or receive staff assistance.

Thus, the division of the National Economic and Social Planning Secretariat responsible for manpower planning is a staff unit and its role as such needs to be understood. Its chief, though he may act as executive secretary to the Manpower Committee, cannot dictate what that Committee or its members must do. Yet unless he can cause the Committee to take appropriate action, the work of manpower planning cannot go on as required.

The successful operation of a secretariat (staff unit) attached to a line body, whether a board, a committee or a technical group depends upon:

- having appropriate representation on the body;
- gaining and holding the interest and support of the membership by convening meetings at regular and suitable intervals;
- providing an agenda for each meeting which covers subjects of direct concern to the members and on which as a group they are competent to act;
- preparing staff papers for the agenda which are substantial, give careful analyses of problems, offer possible solutions, and stimulate the body to take the required action.

#### B. Terms of Reference

In setting up the organizational components, the provision of clear terms of reference for each component is essential to agreement and understanding of the respective responsibilities. This in turn facilitates the articulation of the entire organization.

#### C. Office of Organization and Methods

A central office of Organisation and Methods as established in some countries can render valuable assistance to an economic and social development planning machinery by advising on problems of administrative organization. Such an office can be particularly useful in helping to delineate the lines of authority and responsibility of the various components, in formulating their terms of reference, and in informing line and staff officials of the nature of their responsibilities and in advising them on appropriate methods of carrying out their respective roles.