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MANPOWER PLANNING AND TRAINING MACHINERY IN AFRICA

(Prepared by the Secretariat with
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MANPOWER PLANNING AND TRAINING MACHINERY IN AFRICA

I. INTRODUCTION

1. Adequate trained manpower is essential for the economic and social transformation of developing African countries. Under Item 4 and 5 of the Provisional Agenda due consideration has been given to the need for directing African educational and training programmes primarily, though not solely, to the production of adequate number and types of trained manpower needed for accelerated development. An evaluation of future prospects in trained manpower supply/demand relationship indicates serious shortages in essential skills and possible surpluses in certain categories of educated persons.
2. It is therefore the task of manpower planning to take account of all factors influencing the supply and demand of trained manpower in order to ensure that any disequilibrium in manpower supply/demand situation is reduced to the minimum practicable in terms of the level of development in the country. This action pre-supposes the existence of adequate manpower planning machinery in the country.
3. Two background papers will assist the discussion on manpower planning and the necessary machinery for translating manpower budgets into training programmes:
 - Document E/CN.14/WP.6/1, "Manpower and Training: National Machinery for Manpower Planning and Administration of Training", considers the necessity for manpower planning, the nature of national machinery that is desirable for taking stock of national resources and needs of trained personnel and for relating training programmes to assessed manpower requirements.
 - Document E/CN.14/WP.6/9, "Administrative Problems of Technical Co-ordination in Manpower Planning", presented by the ILO, elaborates on the operation of a manpower planning machinery, giving special attention to the administrative problems inherent in the technical co-ordination of planning functions and ways of resolving them.

4. The purpose of this paper is to direct attention to the following major aspects of manpower planning and training administration and to highlight specific issues on the subject for discussion;

- (a) The present inadequate action, and in some cases apparent lack of action in manpower planning within the context of over-all development planning, and the necessity for urgent remedial measures.
- (b) The factors inhibiting initiatives and efforts directed to manpower planning in Africa and the necessity to alleviate them.
- (c) The urgent need for every country to establish and develop an administrative structure and a technical machinery with specialized personnel for manpower planning and training co-ordination, within the framework of governmental administrative structures for educational and over-all development planning.
- (d) The need to exploit to the fullest the potentials of external aid, particularly aid in support of educational programme, in initiating and developing programmes for manpower surveys and training indigenous personnel in essential skills required for manpower planning action.
- (e) The role of training abroad in the strategy of national manpower planning.

II. EXISTING SITUATION IN MANPOWER PLANNING IN AFRICA

5. With the adoption of comprehensive planning techniques by most African States in recent years, the need for sectoral analysis of development plans has been recognized and specific programmes for the development of such major sectors as agriculture, education, health, industry, and transport and communications have been formulated as integral parts of national development plans. Unfortunately the same integrated approach has been lacking for the mobilization of human resources for development. Many countries have formulated educational plans or programmes. But such action relates to only one aspect of human resources planning, which involves not only the assessment of present stock and future requirements of manpower, but also a consideration of the various factors affecting the supply and demand of manpower and the formulation of measures for abating the constraining influences of these factors.

6. Until recently, even in the countries that now integrate manpower and training programmes as an integral part of over-all development plans, not much attention has been devoted to taking stock of the existing and additional requirements of trained personnel for implementing development programmes. Most of the African countries that are to-day taking account of manpower requirements have considered only the public sector; they have not shown sufficient concern that will ensure that national educational systems adequately serve the manpower requirements of both the public and private sectors of the economy.

7. Some countries have undertaken manpower surveys which do not give adequate information on the occupational distribution of existing stock and of additional requirements of trained manpower, as well as on the various factors affecting motivation and incentives determining the pattern of manpower supply and demand. Manpower analysis has frequently been regarded as a once-for-all operation rather than a progressive evaluation of supplies and requirements in a continuing process of manpower planning. Only a few countries have adopted the practice of annual manpower budgets to which training programmes are related.

8. Thus manpower planning is still for most African States a little known activity for which operational techniques for the integration of the human resources sector in over-all development planning are rather under-developed due to lack of adequate organizational provision and of technical experts.

Factors Inhibiting Manpower Planning Action

9. The evolution of the technique and practice of manpower planning in the region has been inhibited by a number of factors, the influence of which varies in intensity from country to country according to their knowledge, acceptance and practice of comprehensive planning techniques. The main factors which have constrained the efforts of many African countries in attempting to plan the mobilization and use of their human resources are:

- Lack of basic data and essential information regarding population, employment, occupational distribution, manpower input requirements of specific development projects, productivity rates and other information on factors influencing the supply and demand of labour;
- lack of adequate numbers of trained, experienced national "technical" specialists to undertake manpower surveys and analysis and the formulation of manpower budgets to which training efforts should be related;
- omission in governmental structures for development planning of effective organizational set-up for manpower planning and training co-ordination at national level;
- lack of financial resources to carry the additional requirements of highly skilled staff and other establishments necessary for manpower planning functions;
- the preoccupation of the Government with its own establishment requirements and the lack of sufficient and effective association of the private sector with national planning effort;

- the technical difficulties involved in making realistic working estimates of trained manpower requirements in specific development sectors, particularly in industry and agriculture;
- limitations of the views of some practitioners and experts who think that manpower planning is an unnecessary luxury since in a developing country where skills of nearly all descriptions are in short supply, the products of the educational system need no planning for job placement.

Problems of Manpower Planning for Public Administration

10. Even in the public sector where manpower planning action in the form of annual budgeting of staff requirements is practised by the Establishment Ministry or Division there are still a number of problems which inhibit effective manpower planning in many African countries. These problems relate to:

1. Difficulties in finding adequate data as to present needs and availability of staff, due primarily to:
 - (a) Insufficiency of qualified officials in Manpower Planning and Personnel Administration, at all levels, in Establishment Offices.
 - (b) Insufficiencies in job analysis and job descriptions, which results in a confused picture of structural organization.
 - (c) Lack of knowledge of personnel administration techniques and of technical equipment.
 - (d) Uncertainties as to the qualifications needed for posts and those of many public servants, particularly those promoted to occupy posts of higher categories; possibilities of omission, error and duplication in records and statistics.
 - (e) Uncertainties about the position and number of contractual personnel, in view of uncertainties about diplomas.
 - (f) Insufficient co-ordination at a central level; no Civil Service Commission, Central Personnel Agency or adequate Central Establishment Office attached to the Office of the President or the Prime Minister.

All these difficulties, which are amplified at the local level, prevent Personnel Offices in Ministries from knowing the exact situation of their personnel on a day to day basis; they may know the total number of existing posts, but cannot always give the exact number, by classes and grades, of occupied and non-occupied posts, and they cannot be certain that posts are properly filled.

2. Other difficulties inherent in the particular situation of public administration in developing countries:

- (a) The posts in the upper classes in African public services are mostly filled by promoted subordinate officials who may or may not have received post-entry training. As a consequence:
 - (i) African public services are like an inverted pyramid. Lack of adaptation to modern techniques of administration and to the needs of development will frequently be found among the older African public servants, without sufficient available candidates to substitute for them, even if they could be dispensed with.
 - (ii) On the other hand, recruitment is still difficult because university graduates are still very few.
- (b) This situation is the principal cause of two main difficulties:
 - (i) The evaluation of the rate of recruitment, as African Public Services are rapidly growing out of date, and as some of the high officials will have to be substituted in their posts by more qualified personnel.
 - (ii) The evaluation of the possibilities of recruiting, as it depends on the general education (often not specific enough for this purpose).

11. In order to be able to eliminate the many difficulties indicated above, preliminary surveys are needed on:

- (a) Organization and Methods Surveys in Ministries and Government Agencies.

- (b) Staff surveys on the actual composition of African Public Services, by levels and capacities, to find a way to avoid shortages of capable high officials, and of recruitment needs.
- (c) Thorough studies, on a country basis, of the results of general education and training within the country and abroad.
- (d) The holding of educational courses on the role of public servants, and the development of administration public relations activities.

Agricultural Manpower

12. The planning of manpower requirements for agriculture development presents special problems. For an account of these problems and recent approaches to overcoming them, see document E/CN.14/WP.6/7, "Manpower Requirements for Agricultural Development in Africa", especially paragraphs 9 - 20.

III. NATIONAL MACHINERY FOR MANPOWER PLANNING AND THE CO-ORDINATION OF TRAINING PROGRAMMES

13. In document E/CN.14/WP.6/1 and E/CN.14/WP.6/9 already referred to earlier, the framework, operating principles and essential functions of a central machinery for manpower planning and for relating training programmes to national manpower needs, have been clearly spelt out.^{1/} The relevant portions of both documents should be consulted in discussing organizational structures for manpower planning.

14. In the discussions special attention should be given to:

- (a) The prevailing dispersal of governmental authorities involved in taking action on manpower planning and training administration and the need for effective co-ordination of efforts through a central machinery which could ensure the inclusion of manpower programmes as an integral element in the progressive formulation of over-all economic and social development plans;
- (b) the inhibiting influence of inherited structures in the evolution of effective central machinery for manpower planning and training co-ordination - this is readily obvious from the brief account on national machinery for the co-ordinated administration of training in some African countries, which is contained in Annex I of document E/CN.14/WP.6/1;^{2/}
- (c) the technical and administrative bottlenecks inherent in the process of co-ordinating manpower planning action undertaken by various governmental departments and agencies and by private employers, and consideration of ways to resolve these difficulties;

^{1/} See also document E/CN.14/WP.6/4, Trained Manpower for Accelerated Development in Africa, paragraph 95.

^{2/} Since the summary notes contained in the Annex referred to were prepared in July 1965, some countries have improved on their organizational set-up in order to achieve a more effective central co-ordination of their training programmes. Unfortunately, information regarding this improvement was not yet available to the Secretariat for the purpose of bringing the notes up to date.

- (d) the indicative nature of the framework and functions suggested for a central manpower planning machinery and the need to reconcile the suggested framework and functions to the practical realities of the institutional set-up and material and human resources of individual countries undertaking integrated manpower planning;
- (e) the necessity for each country to train indigenous personnel in the various essential techniques needed for manpower planning and to build up a nucleus of manpower planners and specialized training administrators to man national machinery for manpower planning.

IV. EXTERNAL ASSISTANCE FOR MANPOWER PLANNING AND TRAINING

15. The primary interest in discussing external aid within the framework of manpower planning and training administration is to call attention to the possibility of African countries exploiting external assistance to establish the necessary pre-conditions and organizational framework for manpower planning, as well as to identify specific priority areas where such aid ought to be directed with better results. It is not the intention to discuss the specific aid programmes for manpower and training that are currently being operated by the United Nations family organizations, governmental agencies of donor countries and by private organizations.

Sources of External Aid

16. External aid plays a substantial role in the development of Africa's manpower resources, both through direct assistance for training Africans and through indirect subsidies in the training of Africans in the institutions and establishments of countries outside Africa.

17. In the provision of external assistance for manpower development international, governmental and private organizations make substantial contributions. The sources of aid for manpower development are numerous; generally, aid from bilateral sources predominates. Consequently, the effectiveness of external aid for education and other aspects of manpower development has tended to be weakened by duplication of offers; inconsistencies between the different policies applied to aid programmes; the risk involved in "tied aid" and in the "single model" implications of reliance on a single donor for the development of educational systems; and by the problem of lack of sufficient co-ordination of aid programmes in aid-receiving countries.

18. In terms of external aid requirements for manpower development and training administration mention may be made of some of the major sources of aid:

- (a) United Nations: provision of fellowships for training nationals from developing countries in the procedures for technical assistance co-ordination.

- (b) UNESCO: assistance in educational planning, particularly through its four regional groups for training educational planners (associated with IDEF for the African Region^{1/}) and its International Institute for Educational Planning in Paris.
- (c) ILO: operation of country programmes of assistance in manpower surveys and planning; collaboration with IDEF in providing courses in manpower planning.
- (d) WHO: assistance in the planning of manpower needs for health programmes and the training of health planners and administrators.
- (e) UNICEF: assistance in support of youth programmes, the planning of youth programmes and the training of administrators for the programmes.
- (f) OECD: provision of assistance in educational planning since 1960 and the training of educational planners to the benefit of African countries covered by its Mediterranean Regional Project.
- (g) Bilateral donor Governments: direct assistance on request, for manpower surveys, training administration and for specific manpower planning functions.
- (h) Private Foundations - Ford and Rockefeller Foundations for example: support for higher educational programmes and for government educational planning units or agencies.

Form of External Aid for Manpower Development

19. External aid available for manpower planning and training administration commonly takes the following three main forms:

- (a) Financial assistance: for the conduct of manpower surveys, establishment and development of central manpower planning machinery, purchase of labour data processing equipment, etc.

^{1/} The regional group for Educational Planning and Administration in Beirut also benefit the North African Sub-region.

- (b) Provision of scholarships and fellowships: for training nationals abroad in the techniques of manpower planning and training administration.
- (c) Supply of experts: for educational planning, manpower planning, manpower surveys, educational and labour research, and for advisory service on various manpower planning operations.

Mobilization of External Aid for Manpower Development

20. It ought to be a pre-condition for the offer of external assistance for manpower development and training that prospective recipient countries should have rationally assessed manpower needs, training programmes related to these needs and a central machinery for relating training to manpower requirements and for ensuring the effective utilization of aid in ameliorating shortages in skill requirements. Were this pre-condition to be upheld insistently, many African countries would go without external aid for educational development. However, the absence of this basic condition should not preclude developing countries from making request for, and receiving external aid, although the fulfilment of the pre-condition would considerably facilitate the effective utilization of aid received for the given purpose.

21. External aid in support of human resources assessment and development should therefore be channelled first to the establishment and improvement of national machinery and to creating the essential conditions both of which facilitate the assessment of national manpower and training requirements for development, and which improve the utilization of further external aid for the successful realization of national development objectives.

22. In mobilizing external aid for manpower planning and training administration, the following priority areas of need should be considered:

- (a) The establishment and development of national machinery for manpower planning and training administration - the multiplicity of external aid sources makes it imperative that every aid-receiving country should have an efficient central machinery to co-ordinate external aid offered and received for the training

- of nationals in essential skills, minimize undesirable competition and waste in aid programmes and to ensure that the use of aid received is directly related to established national training priorities and programmes.
- (b) Training of nationals for manning the central manpower planning machinery, thereby ultimately eliminating any necessity for continued reliance on external technical assistance personnel in this field, and also ensuring the availability of a permanent staff to carry out manpower planning functions on a continuing basis.
- (c) Manpower Surveys and Planning: surveys of special manpower problems, including surveys of general unemployment, unemployment among school leavers, rural under-employment, employment potentials and situation in specific economic sectors, etc.; survey of training requirements and local facilities in both formal institutions and within industries and establishments, in relation to their capacity to cope with current and future requirements of trained manpower.
- (d) Educational planning, both over-all and by level and type of education, in relation to assessed trained manpower requirements. Educational planning also requires the support of educational research, particularly research into the content of education in terms of occupational requirements, curricula reform, costs of different forms of education, educational technology, etc.
- (e) Action in specific fields of manpower planning functions, in particular:
- job description and job classifications;
 - job evaluation and incentives planning, including wage and salary structure analysis and planning;
 - vocational guidance service planning and development;
 - analysis of skill structures by industry and manpower programmes for main economic sectors;
 - short-term and perspective over-all manpower plans;
 - planning for higher productivity through job simplification and modernization of production techniques;

- formulating programmes for the training of specialists in specific fields of national development;
- planning the organizational machinery for manpower planning and administration;
- assessment of social factors in labour mobilization and motivation; etc.

V. TRAINING ABROAD AS A FACTOR IN MANPOWER PLANNING^{1/}

23. In the last three or four decades there has developed a very great interest in the whole phenomenon of study abroad. And during approximately the same period there has grown an acute awareness of the role of education and training in the development of manpower resources. But the relationship between these two sets of problems is not always sufficiently recognized. Even in countries where the problem of manpower development is closely related to opportunities for study abroad - which includes most African States - there is a persistent tendency to view each set of problems in isolation from the other, rather than to regard them, where appropriate as two major aspects of the same problem. That is to say, specialists in foreign student problems tend to consider them in isolation from manpower problems, and manpower specialists are inclined to pursue their own activities without detailed reference to matters of study abroad. Both are aware of the other's role and interests, and both readily admit that the other side of the question is important, but little is done in a coherent way to view both sides of the question together.

24. The problem as a whole must necessarily be viewed within a context of the need for social and economic development. Study abroad costs money. And all too often it leads to a loss of potentially skilled manpower when students do not return home. Can a developing nation afford such expenditure? And how is it to decide how much of its resources to devote to such purposes?

25. Manpower development is, of course, only part of the over-all picture of international education, just as study abroad is only a particular part, and sometimes a small one, of the problems of manpower development. For centuries there has been an international movement of students, research workers and trainees. And however highly developed a nation may become it is inconceivable that it would cease to send students abroad or to receive foreigners. There are the vistas of international understanding, intellectual advancement, and comparative artistic experience, besides those of economic development. The primary concern here, nevertheless, is

^{1/} Paper prepared by UNESCO in relation to Item 6 of the Provisional Agenda.

the way in which study abroad can help to supply the knowledge and skills required to increase a nation's material wealth and social well-being.

26. The starting point must therefore lie in scientific surveys of manpower resources. The main lines along which such surveys may be conducted are already well established. These provide for the forecasting of manpower needs in relation to probable future resources. To a great extent this is an exercise in demography and ecology. The trend of population can be predicted and brought into relationship with environmental factors. But one cannot go very far nowadays before the question of knowledge and skills enters the picture. These are acquired by an educational process, which in turn means specific establishments, such as schools and universities. This necessitates a further dimension of forecasting, so as to be able to predict the output of skilled personnel at any given time. This must be viewed, again, in relation to the anticipated demand for specific skills.

27. This exercise has revealed that for many nations there are important gaps in training facilities. They may be of a temporary nature, in so far as current plans for educational development have already made provision for the creation of the necessary institutions. But in many countries there may be no foreseeable means of furnishing certain types of skills and knowledge through domestic institutions. This may apply particularly in highly specialized branches of scientific research. On the other hand, the need to find suitable study facilities abroad may be by no means limited to temporary exigencies or to high academic levels. Although ideally, and as a principle to be as far as possible sustained, no one should go abroad for prolonged academic instruction before he has obtained a first university degree, there are in practice many countries where large numbers of persons go abroad to study at a university level, or even a secondary level, and are likely to do so for many years to come. For most developing countries, therefore, education and training abroad must be viewed as one of the factors to be given serious attention in manpower planning.

28. The degree of attention to be given by governments to the problem of education and training abroad must depend, naturally, on the relative

importance of the matter in the country concerned. This may in turn determine the actual mechanisms that will be created to deal with the problem. In States which have created a central "Manpower Planning Authority" there should be a unit in it concerned specifically with overseas training. In others there may be an appropriately equipped department in a Ministry of Education or Ministry of Economic Development. But whatever the actual machinery, which must in any case conform with the particular governmental pattern of the country concerned, the functions to be performed through such machinery will be much the same in most cases, and can be classified as follows:

- (i) Liaison with manpower survey authorities in order to maintain up-to-date information on future needs in all fields of activity requiring specialized or advanced training.
- (ii) Liaison with educational planning authorities in order to maintain up-to-date information on future output of specialized personnel from domestic institutions.
- (iii) Registration of all persons already known to be studying abroad (including those travelling under non-governmental auspices).
- (iv) General formulation of overseas training policy on the basis of the above data.
- (v) Formulation of overseas scholarship policy, including the establishment of appropriate regulations for selection, payment, etc., through which future manpower "gaps" can best be filled.
- (vi) Supervision of work of educational or cultural attaches, or other persons concerned with student affairs in foreign diplomatic posts.
- (vii) Maintenance of information on study facilities, living conditions, student regulations, etc., in countries of study.
- (viii) Liaison with foreign affairs authorities concerning the development of study abroad as an element in international cultural relations policy (e.g. choice of countries to which students should be sent).

- (ix) Liaison with financial authorities concerning foreign currency facilities from which "recommended" students can benefit.
- (x) Organization of follow-up activities concerning returned students.
- (xi) Maintenance of an information centre, on all existing opportunities (and not only those organized by one's own government), for study, research, training, teaching, etc. abroad (whether subsidized or not).
- (xii) Liaison with international organizations (notably UNESCO) operating exchange of persons programmes, and with the diplomatic missions of States with which there are bilateral agreements involving the exchange of persons.

29. All the above functions can be more or less directly related to the criteria of manpower planning, i.e. the provision through overseas training of the skills and knowledge required for economic development. But it is clearly not always possible to draw hard and fast lines concerning the limits of such functions. Much will depend on where a unit is located in the governmental structure. A unit located in a Ministry of Education may be drawn into questions of educational development in general, so as to touch upon many matters of intellectual or cultural significance which are not directly related to economic development. Or it may be responsible for foreign students coming into the country. A unit in a Ministry of Economic Development may be concerned with securing the services of foreign specialists as well as with sending its own students abroad. A unit in the cultural relations department of a Ministry of Foreign Affairs may be responsible for the organization of exhibitions or theatrical performances as well as for study abroad. The formula will differ according to each national situation. The only point that needs to be made here is that somewhere in a national administration there should be a unit which is so placed as to be able to take an over-all view of training abroad as a factor in manpower planning. The broader the view, so much the better. But the role of such a unit should never be so narrowly defined as to exclude interest and, if possible, active participation in all, or at least most of, the twelve functions outlined above.

VI. RECOMMENDATIONS FOR ACTION

30. In considering appropriate measures for evolving and developing central machinery for manpower planning and training administration, including trained personnel for the machinery, full cognizance should be taken of the present world-wide demand for manpower planners and the scarcity of specialists in this field. It would therefore be unwise for any country to rely too heavily on external sources for manpower specialists; local effort must be made to get the required personnel trained.

31. According to the stage various African countries have reached in manpower planning, appropriate measures for achieving effective and comprehensive manpower planning and training co-ordination should be considered on short- and long-term basis as follows:

Short-term measures

1. Training of nationals through:

- (a) the use of under-study staff to work closely with, and learn from technical assistance personnel and contract experts for manpower surveys and analysis;
- (b) attachment of serving economists and statisticians to the establishments of countries advanced in manpower planning techniques;
- (c) the offer of post-graduate scholarships and fellowships for courses in manpower and educational planning;
- (d) participation in the planning courses available at the African Institute for Economic Development and Planning and at the UNESCO regional group for Educational Planning and Administration in Beirut, as well as in the courses for administrative training available at the Centre Africain de Formation et de Recherches Administratives pour le Developpement (CAFRAD).

2. For countries that at present do not have any central machinery for manpower planning and are not undertaking manpower analysis on a continuing basis, immediate action should be taken to:

- (a) evaluate the organizational problems and possibilities in centralizing the dispersed responsibilities for manpower planning;

- (b) initiate legislative measures creating a Manpower Planning Agency with a technical machinery for manpower planning and training co-ordination, giving the agency adequate powers and resources for effective operation;
- (c) utilize external assistance in men and money to secure advice on the establishment of a nucleus manpower planning organization and to undertake comprehensive surveys of current and future requirements of trained manpower.

Long-term measures

1. Further development of central machinery for manpower planning to cope adequately with all tasks entrusted to it, including the adequate staffing of the machinery.
2. Further training of staff, including advanced training through job attachment and orientation courses.
3. Comprehensive manpower surveys and analyses by categories of occupational skills and fields of economic activities, with projections of requirements to the year 1980, and the adoption of techniques for the annual budgeting of trained manpower requirements.
4. The development of other aspects of manpower planning services, including the establishment and development of vocational guidance service and the establishment of registers of potential new additions to existing stock of trained manpower by the various skill specializations.
5. Adopting measures to correct imbalances in the supply and demand position of specific occupational skills, and in particular, the problem of growing surpluses in certain categories of educated persons - primary and secondary school leavers in some countries.
6. The formulation and implementation of national training policies, priorities and strategy which will facilitate the effective translation of manpower plans into training programmes for adequately meeting the over-all requirements of national development.

ECA's assistance

32. The ECA is anxious that member States should take the necessary action for assessing their present and future manpower requirements and for establishing and/or developing central machinery for the purpose, including the co-ordination of their training programmes. In this endeavour the ECA, in full collaboration with the ILO, UNESCO, FAO and the other specialized agencies concerned with training, is prepared to assist member States, on request, in any action planned to realize the above objective.

33. In this connection, the ECA has initiated action to secure the services of a Regional Adviser to assist member States, on request, with advice on the principles and methods of manpower planning and their application to specific situations prevailing in their respective countries, and on the establishment and development of appropriate machinery for manpower planning and training administration. It is also planned, under its regional training programmes, to launch, in collaboration with the ILO, UNESCO, IDEP and other organizations, a programme of comprehensive training courses for African manpower planners and specialized training administrators.

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