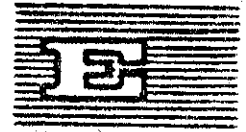


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ILO ACTIVITIES IN AFRICA IN THE FIELD OF
MANPOWER PLANNING AND ORGANIZATION

Background paper prepared by the International Labour Organisation
in relation to item 6 of the Provisional Agenda

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ILO ACTIVITIES IN AFRICA IN THE FIELD OF
MANPOWER PLANNING AND ORGANIZATION

1. ILO activities of interest to Africa in the field of employment and manpower include on the one hand the preparation of international labour standards, research, dissemination of information and meetings and, on the other, technical co-operation projects.

I. INTERNATIONAL LABOUR STANDARDS, RESEARCH, DISSEMINATION
OF INFORMATION AND MEETINGS

2. Long before they achieved independent status the new African States benefitted by the international labour standards adopted by the ILO over the years and attended as observers the session of the International Labour Conference. As member States, they have in recent years contributed to the preparation of new instruments.

3. These standards are taken into account by national legislators when formulating basic principles; in addition, the ILO's assistance continues to be sought in connexion with the preparation of new legislation.

4. In the field of manpower and employment, mention may be made of instruments relating to:

- unemployment (Convention No. 2)
- recruitment of indigenous workers (Convention No. 50)
- employment service organizations (Convention No. 88 and recommendation No. 83)
- vocational guidance (Recommendation No. 97)
- vocational rehabilitation of the disabled (Recommendation No. 99)
- discrimination in the field of employment and occupation (Convention No. 111 and Recommendation No. 111)
- employment policy (Convention No. 122 and Recommendation No. 122)
- other instruments relating to migration.

5. Recommendation 122 on employment policy advocating the promotion of full, productive and freely chosen employment includes an annex concerning methods of application of the provisions of the Recommendation.

6. In addition to these international standards certain resolutions and other texts apply specifically to African countries.

7. The First African Regional Conference held in Lagos in 1960 adopted a resolution concerning Vocational and Technical Training which stressed inter alia the importance of manpower assessment, emphasized the need for simple and practical methods of assessing manpower requirements and recommended that a special study be undertaken on the needs for highly skilled manpower requiring several years of training.

8. The Second African Regional Conference held in Addis Ababa in 1964, in a resolution concerning unemployment and under-employment in Africa, welcomed the adoption by the International Labour Conference of the Convention and Recommendation on employment policy and invited African States members of the Organisation to take the necessary steps with a view to ratifying the convention as soon as possible. One of the items on the Conference's agenda related to the employment and conditions of work of African women. The Conference examined a technical report on this question and adopted a resolution stressing the need for associating women workers with the production efforts of African countries.

9. Recent ILO efforts have related in particular to the development of methods and tools to be used in analysing and classifying manpower data and in determining probable future trends in manpower supply and demand, so as to arrive at a better understanding of their evolution and structure.

10. Mention may be made in particular of the revision of the International Standard Classification of Occupations (ISCO) approved in 1957 by the 9th International Conference of Labour Statisticians.

A working group composed of labour statisticians and occupational specialists met in Geneva in December 1965 to study the ILO's proposals, which had been prepared on the basis of suggestions made by Governments regarding the revision of the Classification. A report on the new occupational structure will be submitted for approval to the 11th Conference of Labour Statisticians, which will take place in 1966.

11. Research has also been undertaken on methods and techniques for the creation of productive and freely chosen employment. This covers methods of accelerated employment creation, which the ILO intends to develop in particular within the framework of programmes for integrated development of rural areas and the World Food Programme.

12. The ILO's role as a clearing house for information is undertaken to a large extent by its central headquarters Office which publishes on a regular basis studies, official records, bibliographies, legislative texts and statistics, as well as certain special studies from time to time.

13. In 1963 the ILO organized a Study Tour on methods of manpower planning in the USSR and their application. This Study Tour was designed for English-speaking representatives of developing countries. A similar Study Tour was organized in 1965 for French-speaking participants from developing countries. A number of representatives of African countries participated in these two Study Tours.

II. TECHNICAL CO-OPERATION

A. The ILO's technical co-operation programme in Africa has expanded rapidly since 1960.

14. In view of the scarcity of information on the nature and scope of the manpower problems to be solved as well as on the best way to tackle these problems, having regard to available financial resources and qualified staff in the countries concerned, exploratory missions

were organized in several African countries (Cameroon, Nigeria, Sudan, Togo) with a view to determining those areas to which longer term assistance by the ILO could most usefully relate.

15. Concurrently the ILO has provided assistance to several national employment services with a view to setting up the administrative machinery required for assessing manpower supply and demand.

16. Recognition of the importance of human resources in the economic development process in African countries which have recently acquired their independence has led to stressing the need for manpower forecasting and planning and for relating these to economic development.

In order to meet this need, the organizations of the United Nations family agreed to co-operate more closely amongst themselves in their activities relating to manpower, and the ILO was designated as focal point for this co-operation. In particular, one joint mission was carried out in Cameroon under ILO leadership in order to help governments in determining the quantitative and qualitative aspects of the country's present and future manpower resources and requirements, especially for occupations necessitating long-term studies or training.

17. In addition, a number of technical co-operation missions were undertaken on request in order to help governments to establish programmes for the collection of information on manpower and employment or to carry out manpower assessment and planning.^{1/} These missions were characterized by a close association with planning and educational authorities. In a number of cases special efforts were made to obtain information on occupations and to develop a national occupational classification system. These projects have revealed the need for setting up a permanent central body responsible for

^{1/} Such missions have taken place in: Basutoland, Ivory Coast, Ghana, Liberia, UAR, Senegal, Sudan, Swaziland, Tunisia; some missions are under way (Algeria, Guinea, Mali, Somalia); others are planned in Bechuanaland, Burundi, Congo (Brazzaville), Dahomey, Ethiopia, Ghana, Upper Volta, Libya, Malawi, Morocco, Mauritania, Nigeria, Rwanda, Senegal.

manpower planning which should be integrated with or attached to the national organization and ensure the necessary co-ordination with the ministries, services and other institutions concerned with the action to be undertaken (e.g. employers' and workers' organizations and educational and training establishments).

18. The ILO has participated also in the work of the African Institute of Economic Development and Planning in Dakar, through attaching lecturers to the staff of the Institute to cover manpower aspects of development planning. These have stressed in particular the need for integrating manpower, educational and training plans in over-all planning.

19. Insofar as education is concerned, reference must be made to the arrangement under which the ILO participates in the briefing and/or debriefing of educational planning missions sent by UNESCO to various countries. This co-operation has proved very fruitful in countries such as Ivory Coast, Liberia, the Malagasy Republic and Zambia.

B. Manpower Services

20. The new tasks to be carried out with a view to implementing employment policies have brought to light the need for more efficient manpower services.

21. A number of governments are aware that such services should be given the means to carry out their new responsibilities. The ILO has already helped several African countries in this field (Cameroon, Libya, Ethiopia, Morocco, Nigeria, Senegal, Sudan, Togo, Tunisia and UAR). Other technical co-operation projects are planned in Libya and Tanzania and ILO activities in this area may well have to be further intensified in future.

22. Some governments have also realized the need for vocational guidance services designed to ensure better manpower utilization as well as greater freedom of choice of employment for individuals. The ILO has already provided its technical co-operation for the establishment of national vocational guidance services (e.g. in Ghana

and Morocco) and a new project of this nature is planned in the UAR. Problems relating to the employment of young people are also being carefully examined and the ILO plans to appoint a Regional Adviser specialized in this area for the African region, with a view to advising governments in the planning and organization of projects for the employment and training of young people (e.g. civic services, youth "brigades", etc.).

23. One of the greatest difficulties in the way of realistic manpower forecasting can be traced to the lack of reliable statistics. A statistical expert has provided assistance to several African Governments in defining their problems and needs regarding the composition, organization and utilization of labour statistics. In a few countries e.g. Ethiopia, Ghana and Nigeria, he has helped to set up technical assistance projects in the field of manpower statistics.

24. There have always been important movements of migrant workers in Africa. On two occasions the Government of Upper Volta has received advice from the ILO on the technical and administrative organization of the emigration of its nationals to Ivory Coast.

C. Vocational Rehabilitation

25. The ILO has provided assistance on request to certain African countries in the field of vocational rehabilitation of the disabled. In some cases these activities related to certain categories of disabled, e.g. the blind, while in others they were directed to helping all disabled whatever the nature of their disablement.

26. Experts have been sent to Ethiopia and Tunisia to advise on the organization and intensification of arrangements for the vocational training, guidance, placement and sheltered employment of the blind. Another mission has helped the Government of Morocco in providing vocational rehabilitation and employment to persons who were victims of "meknassitis". Other missions still have gone to Algeria, Nigeria, Ethiopia and Uganda. Special mention may be made of the vocational rehabilitation project in Addis Ababa under which an umbrella factory was created, and which has given very satisfactory results.

D. Promotion of Rural Employment

27. In formulating their development programmes, countries increasingly recognize the importance of expanding agricultural production and developing the rural sector in general. Their objective is to promote the creation of new industries and jobs, with a view to diversifying production, providing decent conditions of life for rural people and reducing the gap between rural and urban levels of living. The FAO helps African Governments in effecting this change, and the ILO gives particular attention to the means of expanding employment opportunities in the rural sector. In 1962 it initiated a programme for rural development which includes on-the-spot surveys, practical demonstrations and pilot projects.

28. Mention must be made in particular of the long-term pilot project which was initiated in 1964 in Nigeria by the ILO in co-operation with FAO. The object of the project is to try and demonstrate in selected rural areas methods and techniques for making better use of rural manpower and for developing rural wage employment on a co-ordinated basis; the lessons of this experience may subsequently be applied elsewhere on a larger scale.

29. Reference should also be made to an inquiry on rural employment problems which took place in the UAR. The purpose of this enquiry, which was carried out in co-operation with the National Planning Institute, was in particular to determine the characteristics of rural manpower utilization.

30. A meeting of consultants on rural employment problems in tropical Africa took place in Lagos in November 1965. The object was to ensure that rural employment problems would be thoroughly considered prior to undertaking practical action on a large scale in this field.

31. In 1967, the ILO plans to organize a workshop on employment policy designed to examine the results of measures tried out in this area by certain African countries and to help in improving their respective employment policies.

32. A careful analysis of the employment policy of two or three African countries will be made by the international experts, and their report will serve as a basis for the discussions in which African specialists holding positions of responsibility in this field will be invited to participate.

33. Moreover, the African Advisory Committee of the ILO, which will meet in 1967, will have the question of employment policy on its agenda.

34. The recent appointment of ILO Regional Manpower Advisers in Africa will make it possible to expand technical co-operation activities in this field still further. The designation of these experts has been made in accordance with the general policy of decentralizing technical co-operation activities.

35. Experience has shown that these experts, who are in a position to have a broad view of manpower problems at the regional level, are able to maintain continuing liaison with the United Nations regional commissions as well as to provide on a permanent basis project supervision and advice wherever the need may be felt.
