

**HUMAN RESOURCES FOR AFRICAN SOCIO-ECONOMIC
RECOVERY AND DEVELOPMENT**

**REPORT OF THE THIRD MEETING OF THE ECA CONFERENCE OF
MINISTERS RESPONSIBLE FOR HUMAN RESOURCES
PLANNING, DEVELOPMENT AND UTILIZATION
AND ITS SUBSIDIARY ORGANS**

(KHARTOUM, SUDAN, 9-13 MARCH 1988)

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PREFACE

Socio-economic conditions in Africa in the last ten years had declined so seriously that the continent became embroiled in an epic social and economic crisis. All the indicators of economic growth and socio-economic development pointed to a decline in all facets of economic and social activity. There was drought, famine, debt problems, collapse of commodity prices, as well as a host of internal economic management problems. This situation seriously threatened the development prospects of the region and the attainment of the goals of self-reliance and self-sustained development of the Lagos Plan of Action.

It became necessary for African governments to chart out strategies for rapid socio-economic recovery so that their economies would be fortified enough to enable them to pick up the momentum needed to move towards development. The first attempt to do this was made at the Summit of Heads of state and Government of the OAU held at Addis Ababa in April 1985 which adopted "Africa's Priority Programme for Economic Recovery 1986-1990" (APPER). This initiative received the support of the international community at the special session of the United Nations General Assembly which was convened in May/June 1988 to consider Africa's deteriorating economic situation, and which adopted the "United Nations Programme of Action for African Economic Recovery and Development 1986-1990" (UN-PAAERD). The two programmes outlined the areas of priority to which attention should be focused to restore the resilience of the African economy: food and agriculture, sectors supportive of agriculture, combatting drought and controlling desertification and human resources development.

The third meeting of the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization was convened under the theme "Human Resources for Economic Recovery and Development" in order to afford an opportunity for policy-makers in the field of human resources to set out priorities and map out strategies for realigning the planning, development and utilization of human resources with the new priorities for recovery and development, as well as to identify options for the effective development of Africa's human resources. More specifically, the Conference had the following objectives:

- (i) to review the status of policies, programmes and strategies for the planning, development and utilization of human resources in Africa;
- (ii) to identify the major problems that have held back progress in establishing more efficient human resources planning, development and utilization systems;
- (iii) to define a role for human resources to play in economic recovery programmes of African countries, and a strategy for ensuring that Africa's human resources are more involved in the process of socio-economic recovery;
- (iv) to recommend measures for removing the constraints impeding the full implementation of the recommendations of APPER and UN-PAAERD in the field of human resources;

it should also serve as a useful reference for policymakers, planners, educationists, managers, students and researchers.

Enquiries about any issues related to the International Conference on the Human Dimension of Africa's Economic Recovery and Development and the Third Meeting of the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization should be addressed to:

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PART ONE

REPORT OF
THE THIRD MEETING OF THE CONFERENCE
OF MINISTERS RESPONSIBLE FOR HUMAN RESOURCES
PLANNING, DEVELOPMENT AND UTILIZATION

(KHARTOUM, THE REPUBLIC OF THE SUDAN, 12-13 MARCH 1988)

I. BACKGROUND AND ORGANIZATION

1. The Conference of Ministers Responsible for Human Resources Planning, Development and Utilization was established by the ECA Conference of Ministers through resolution 389(XV), at its sixth meeting on 12 April 1980, as one of its sectoral ministerial conferences. The Mandate of the Conference is to co-ordinate and rationalize human resources development policies and programmes at the regional level. The Conference is also charged with the responsibility of co-ordinating regional activities in human resources planning, development and utilization, reviewing developments, policies and programmes in the human resources sector and providing guidelines for future action.
2. The third meeting of the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization was held on 12 and 13 March 1988 in Khartoum, The Republic of The Sudan. It was preceded by a meeting of the Technical Preparatory Committee of Officials from 9 to 11 March 1988 and a meeting of the Ministerial Follow-up Committee of Ten held on 11 March 1988 both at the same venue. This series of meetings was preceded by the International Conference on the Human Dimension of Africa's Economic Recovery and Development also held at the same venue from 5-8 March 1988.
3. In addition to the general debate, the Conference considered and adopted reports submitted to it by the Technical Committee of Officials and the Ministerial Follow-up Committee of Ten. It also considered and endorsed The Khartoum Declaration: Towards a Human - Focused Approach to Socio-Economic Recovery and Development in Africa, which was adopted by the International Conference on the Human Dimension of Africa's Economic Recovery and Development.

II. ATTENDANCE

4. The Conference was attended by representatives from Algeria, Benin, Botswana, Burkina Faso, Chad, Central African Republic, Congo, Djibouti, Egypt, Ethiopia, Gabon, The Gambia, Ghana, Guinea, Guinea Bissau, Kenya, Lesotho, Liberia, Morocco, Senegal, Sudan, Swaziland, Togo, Tunisia, Uganda, Zaire, Zambia and Zimbabwe.

5. The following United Nations agencies were represented at the Conference: United Nations Industrial Development Organization (UNIDO); United Nations Development Programme (UNDP); International Labour Organization (ILO); World Food Programme (WFP); United Nations Centre for Human Settlements (HABITAT); World Health Organization (WHO); United Nations Educational and Scientific and Cultural Organization (UNESCO) and United Nations Fund for Population Activities (UNFPA) and United Nations University (UNU).

6. International, intergovernmental and regional organizations and institutions represented at the meeting were: African Development Bank (ADB); the Organization of African Unity (OAU); the Arab Bank for Economic Development in Africa (BADEA); American Federation of Labour; the Institute of Social Studies (ISS), and the Centre for Integrated Rural Development in Africa (CIRDAFRICA).

7. In all, over 100 delegates attended the Conference.

III. OPENING OF THE CONFERENCE

8. The third meeting of the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization was opened by H.E. Mr. Sadig El Mahdi, Prime Minister of the Republic of The Sudan.

9. The Prime Minister said that it was a great pleasure for him to welcome the delegates to the Republic of Sudan. He hailed the recovery and development programmes of APPER and UN-PAAERD initiated in recent years by African governments and said that these were geared towards the creation of a united Africa and a common approach to national development.

10. He referred to The Khartoum Declaration and said that his country would spare no effort to ensure the realisation of the ideals and objectives of the Declaration; and to enhance the progress and development of the region. He expressed the hope that the ECA and OAU would do all within their power to ensure the effective monitoring and the implementation of the decisions and recommendations contained in the Declaration.

11. The Hon. Prime Minister then elaborated on some issues of importance to the planning, development and utilization of human resources. First, it was important that the Conference review the past decisions and recommendations of the Conference and to determine the degree of their implementation.

12. Secondly, Africa would have to deal with the issues of general education, literacy, institution-building, educational planning, the economics of general education; the maximization of resource utilization in education; the link between general education and development; the link between the programmes of general education and higher education; cost benefit analysis in the pursuit of general education; technical education as it relates to general education, science and technology; the planning of technical education; the link between technical education and the needs of the community; and the many problems associated with

13. He emphasized that there was an urgent need to root educational policies, programmes and practices in the culture of the people, the environment and society so that the products of the system were not alienated from the society and culture out of which they grew. He pointed out that much more had been spent by African countries, over the years, on infrastructural facilities in higher education rather than on improving the quality of education for national development. It was important, therefore, to link higher education with national development. In this regard, education and training undertaken both internally and externally, should be linked to national development and manpower demand and requirements. To do this would require effective coordination between education development and manpower requirements. The role of research, both in the universities and outside the institutions of higher learning, as well as the ability to use the research findings were stressed in this regard.

14. The Hon. Prime Minister went on to share some views with the Conference on Sudan's experiences in the area of human resources development. He said that Sudan's emphasis in the field of education was now on technical education to ensure that education was linked to national development. In the area of higher education, the Commission for Higher Education was looking into ways of orienting education in such a way as to relate it more meaningfully to the culture and national needs for development while taking cognizance of the demands and needs of the individual. Training, both inside and outside the country, too was to be linked more closely to the needs of industry and society.

15. In the area of research, the Sudan had adopted a problem-oriented research strategy. A united council for the co-ordination of research activities and programmes was being

- (v) to consider measures for enhancing and protecting conditions of human well-being during the period of recovery;
- (vi) to consider proposals for the strengthening of public administration and management in Africa; and
- (vii) to consider proposals for improving the planning, development and utilization of human resources towards Africa's long-term development needs.

The objectives were addressed at three levels: first at the meeting of the technical committee of officials, then at the meeting of the ministerial follow-up committee of ten of the conference, and finally at the meeting of ministers.

This report is a summary of the proceedings, findings, conclusions and recommendations of all three meetings of the conference. The resolutions passed are also annexed to the relevant parts of the report. Also annexed to the report is the full text of The Khartoum Declaration: Towards a Human Focused Approach to Socio-Economic Recovery and Development, which was adopted by the International Conference on the Human Dimension of Africa's Economic Recovery and Development, and endorsed by the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization.

This report highlights the current issues in human resources planning, development and utilization as well as in the area of human development. Apart from documenting what transpired in Khartoum between 5 and 13 March 1988,

established. He felt that the creation of this higher education council would strengthen Sudan's efforts in the development of human resources and ensure effective utilization of resources. This, he said, constituted new directions in the development of education in Sudan.

16. Turning to the outcome of the International Conference on the Human Dimension, he reminded delegates that man was the end of all development and therefore development should be for the benefit of man. For the goals of human development to be really attained in Africa as had been advocated in The Khartoum Declaration, Africa needed some respite from wars and conflicts and a long season of peace. It was therefore important for African countries to develop good neighbourliness and to renounce violence. The Sudan, he stated, had demonstrated its will to solve internal and external problems peacefully and to assure its neighbours that the people of the Sudan respected the OAU Charter and would continue to strive to live with their neighbours in peaceful co-existence.

17. In conclusion, the Prime Minister once again welcomed the delegates to the Republic of Sudan. He assured them that the relevant parts of their recommendations and decisions would receive appropriate follow-up and implementation from the Government and people of the Sudan. He commended the subregional, regional and international efforts being made in Africa for the development of human resources for Africa's economic recovery. He then declared the Conference open and wished the delegates a happy stay in the Sudan.

18. Following the official opening by the Prime Minister, Professor Adebayo Adedeji, United Nations Under-Secretary-General and Executive Secretary of ECA addressed the Conference.

19. In his address, the Executive Secretary noted that since the last meeting of the Conference in 1984, the African continent had been caught in the grips of desperation and near-despair. The image of Africa then was one of drought and desertification, famine and hunger, disease and death and a massive displacement of populations from drought-affected regions. The widespread misery which they left in their wake was enough to shock the continent back into reality which he indicated had led to the adoption of Africa's Priority Programme for Economic Recovery, 1986-1990 (APPER), and the United Nations Programme of Action for Africa's Economic Recovery and Development, 1986-1990 (UN-PAAEPD).

20. He informed the meeting that half-way through the implementation of the recovery programmes, no significant improvements in human development as well as in the development and utilization of human resources had been discerned, partly due to the effects of the structural adjustment and stabilization measures currently in force in most African countries. Once again Africa appeared to be faced with a crisis, this time a crisis of human development, caused by the constant deterioration of conditions of human wellbeing throughout the continent since the beginning of the 1980s. Once again, the international community had rallied behind Africa to contribute their efforts to those of Africa's in the search for ways of mitigating the crisis.

21. The Executive Secretary briefed the Conference on the International Conference on The Human Dimension of Africa's Economic Recovery and Development which had taken place in Khartoum from 5 to 8 March 1988, and highlighted the major conclusion and recommendations reached and which were elaborated in The Khartoum Declaration: Towards a Human-Focused Approach to Socio-Economic Recovery and Development in Africa.

He urged the Conference to endorse The Khartoum Declaration and to make it their own and submit it to the 30th Anniversary meeting of the ECA Conference of Ministers, not only for subsequent submission to the 43rd session of the UN General Assembly through the Ad-hoc Committee of the Whole, set up by the General Assembly of the United Nations, but also to influence the tone of that meeting so that it pays attention to the relationship between man and development.

22. He also urged the Conference to seize the offer of support from the International Community to create those opportunities for tackling the problems of human development and human resources development in their various countries. The Khartoum Declaration, he said, fit the Conference theme perfectly for it raised the fundamental question of what role and place to ascribe to man and his total development in national endeavours for socio-economic transformation. The Khartoum Declaration brought to mind the past neglect of human concerns in the development process and had created a framework for Africa to recapture the human dimension in its development activities.

23. Reflecting on the helplessness of Africans and the unpleasant socio-economic environment in which Africa's human resources found themselves in recent years, the Executive Secretary called for the building of a human infrastructure. The task of building this human infrastructure he said was one which the Honourable Ministers responsible for planning and developing Africa's human resources had to face squarely. The African manpower base needed reinforcement through the designing of programmes and strategies that would produce skills that were critical to the development process. More agronomists, hydrologists, meteorologists, soil scientists, veterinarians, technologists, engineers, managers etc. were

needed than were now available. The need to ensure that the skills produced were readily applicable to the solution of real life problems of development was even more urgent than ever before.

24. The need for confidence-building among the African peoples was of equal concern. Therefore, he saw the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization having a more important role to play in influencing policy along these directions at the national level.

25. In conclusion, the Executive Secretary referred to the reports of the Technical Preparatory Committee of Officials and the Ministerial Follow-up Committee of Ten, which would be submitted to it for adoption. He expressed his confidence that the Conference would take its assignment seriously and come up with workable recommendations to be implemented individually and collectively so as to ensure that Africa's human resources stood up to the new challenges of recovery and development.

26. The outgoing Chairman of the Conference, Hon. Prof. Yoweri Kyesimira, the Minister of Planning and Economic Development of the Republic of Uganda then made a brief statement. He said that in the modern world of today, development and democracy were no longer regarded as incompatible objectives, or as being indispensable to one another. Development was no longer defined in the narrow sense of a higher income per capita but encompassed the totality of social, cultural, political and religious aspirations of man.

27. Social Scientists, he said, had now restored man to his original position as the Centre of the Universe.

Development should no longer be seen as a process of creating things - dams, roads, farms etc. for their own sake but for the satisfaction of man. As part of his development, man was entitled to education, the right to vote, to worship, to get information, apart from satisfying his basic needs. Man was not merely the means of production but was also the object of development, he added. Man, he said, would not give his very best as a producer unless he was convinced about the objectives of his efforts and the equitable distribution of the fruits of his labour.

28. The discussions during the series of meetings in Khartoum, the first of which had culminated in The Khartoum Declaration, represented nothing less than a revolution in the thinking of social scientists and policy-makers. Never again, he said, would economists, planners and other policy makers behave as though all that mattered in adjustment programmes was to balance the budget, fix realistic exchange rates and set positive interest rates. The human dimension in all its ramifications must henceforth be taken into account and form part and parcel of the adjustment package. People should no longer be regarded as the residual of an equation in which financial and material variables were the most predominant. He expressed the deep appreciation of the conference for the high quality of papers which had been submitted to this series of meetings and commended the Executive Secretary of the Economic Commission for Africa for mobilising such a wide range of high quality scholarship bearing on the issues discussed.

29. He observed that no better venue could have been selected for the discussion of the subject matter of the Conference. The Sudan though not richly endowed with natural resources, had endeavoured to ensure the satisfaction of the basic needs of the population without violating their human rights.

30. Finally he expressed the deep appreciation of the participants to the Government and people of The Sudan, for the hospitality extended to them during their stay in Khartoum.

IV. ELECTION OF OFFICERS

31. Sudan was elected Chairman and Senegal, Uganda and Togo were elected first, second and third Vice-Chairmen respectively. The Gambia was elected Rapporteur. The following countries were elected as members of the Ministerial Follow-up Committee of Ten: Sudan (Chairman), Burkina Faso, Chad, Ethiopia, The Gambia, Morocco, Senegal, Togo, Uganda and Botswana.

32. On taking the chair, the newly elected Chairman of the Third Conference of Ministers Responsible for Human Resources Planning, Development and Utilization, the Hon. Minister of Labour of the Republic of The Sudan, said that he felt honoured to be chosen to occupy the chair of the Bureau of the Conference. He informed the delegates that in addition to considering the reports of the meetings which preceded the convening of the Ministers' meeting, the Conference would be called upon to deliberate on a number of serious problems of a socio-economic nature which had resulted in the retardation of human resources development on the continent.

33. The Hon. Minister said that the Ministerial Conference, was part of the African leadership which could make efforts to provide solutions to the serious ramifications of the development problems of Africa. African countries shared striking similarities in many problem areas like high population growth rates, poor overall economic performance, low productivity levels of the work force, high rates of

urbanization and a rural-urban migration phenomenon, poor welfare services, and poor employment prospects for the future. The crucial question for human resources planners was therefore, how to raise the income and employment generation capacity of the African economies.

34. Over the longer term, African planners should find ways of improving the productivity of the labour force through higher school enrolment and more appropriate vocational training and technology. Education in Africa should become more and more functional to prepare the child for self-employment. More attention should be paid to the education and training of women to improve their level of participation in the African active labour force. He said that the quality of education also needed more attention so as to more positively touch the lives of the bulk of the population for whom primary education was terminal and agricultural activity was of paramount importance.

35. A better demographic balance in the distribution of population in the regions and between rural and urban areas in the long run, would promote a more balanced utilization of African human resources which in turn would promote higher living standards. Policy intervention needed to be intensified to promote the spirit of self-reliance and self-employment. Such policies should cater for the growth of small-scale and urban informal sector activities, the identification of constraints on urban informal sector growth and the development of policies that should overcome any constraints that tend to hamper development in the above areas.

36. Finally, he called upon all delegates of the Conference to seriously address the issues of human resources placed before them and to search for those solutions that would ameliorate human resources conditions within the continent.

V. ADOPTION OF AGENDA AND ORGANIZATION OF WORK

37. The Conference adopted its organization of work and the following agenda:

- (i) Opening Ceremony
- (ii) Election of Officers and Formation of the Ministerial Follow-up Committee of Ten
- (iii) Adoption of Agenda and Organization of Work
- (iv) General Debate
- (v) Consideration of the Report of the Technical Preparatory Committee of Experts
- (vi) Consideration of the Report of the Ministerial Follow-up Committee of Ten
- (vii) Consideration of The Khartoum Declaration: Towards a Human Focused Approach to Socio-Economic Recovery and Development in Africa.
- (viii) Any Other Business
- (ix) Date and Venue of the Next Meeting
- (x) Adoption of the Report
- (xi) Closure of the Meeting

VI. ACCOUNT OF PROCEEDINGS

General Debate (Item 4)

38. In a general debate on human resources planning, development and utilization the following delegations made statements: Sudan, Ethiopia, Morocco and Uganda. An observer from the ILO also made a contribution to the debate.

39. A delegate from Sudan called for greater emphasis to be placed on the human factor to ensure that human resources would be given more opportunities to be more meaningfully engaged in productive activities. As an example, he cited the Gezira agricultural development project in The Sudan which had started off well with the application of labour-intensive techniques to production, but had run into serious problems since the introduction of capital intensity into the project.

40. In his contribution to the General Debate, the leader of the delegation of the People's Democratic Republic of Ethiopia (PDRE), recalling the decisions of the First and Second Conferences of Ministers Responsible for Human Resources Planning, Development and Utilization stated that the PDRE had implemented measures to adopt comprehensive human resources policies and integrate human resources planning, development and utilization into over-all national development planning.

41. Manpower, employment and productivity enhancement policies were clearly spelt out in the Two-year, Five-year and Ten-year Perspective Development Plans. Reducing unemployment substantially by creating new employment opportunities, raising labour productivity, improving working conditions of the workers and their social security, developing capabilities to review, analyse and plan manpower, employment and productivity were some of the short-term objectives of these plans. For the attainment of these objectives, all sectors of the economy were required to gear their activities towards employment creation.

42. With respect to raising labour productivity, various measures were undertaken: Training and retraining programmes, improving working conditions and environments with a view

to ensuring the health and safety of the worker, encouraging payments by result system and introducing work organisation schemes in order to stimulate the workers, and improving the management of enterprises.

43. In order to expand employment markets especially in rural areas, Government policy placed priority on the encouragement of Handicrafts and Small Scale Industries through the formation of a number of producers' and consumers' co-operatives. In a bid to tackle the problems of displaced persons and their impact on productivity, the PDRE had instituted a Resettlement Programme primarily to save the lives of the people who were affected by drought and desertification, by moving those who were willing, to more fertile areas.

44. A department responsible for human resources planning had been established within the Office of the National Committee for Central Planning (ONCCP). The Ministry of Labour and Social Affairs which is responsible for the collection and compilation of data related to labour and employment conducts labour force surveys with a view to determining the magnitude of employment problem. The Office of the Wage Board also carried out studies in the areas of work organization and work norms in order to measure productivity.

45. In the area of the development of managerial and administrative skills, a management institute had been created to co-ordinate all public sector training in the country, to link up all forces concerned with training, formulate policy on training, provide directives and guidance on matters

related to training, ensure that training policies were implemented efficiently and effectively, provide management training for top and middle level managers and give consultancy services to enterprises on specific management issues.

46. Educational facilities had increased and the number of students enrolled at all levels had risen dramatically. Besides the formal education expansion, a National Literacy Campaign was launched in 1979 both in the rural and urban areas and the achievements had been remarkable. The total literacy rate had risen from 7% to about 60%. Besides basic skills, the people had been exposed to new ideas on farming, animal husbandry, afforestation, home management and basic sanitation in order to improve their quality of life.

47. The delegate from the Kingdom of Morocco explained to the Conference the priorities of his Government in the fields of human resources planning, development and utilization. The objectives were geared towards democratization of education, development of vocational and technical education, the promotion of employment, access to primary health care services and the promotion of cultural and economic development among the people. In order to improve the utilization of human resources, Morocco had accorded highest priority in development investment to the rural sector with a view to promoting food self-sufficiency as well as providing opportunities for higher levels of productivity in agriculture. Another priority was the promotion of small- and medium- scale industries whose impact would be most favourable to economic growth, employment generation and income distribution. As regards the development of human resources, emphasis was placed on training for the mastery of technology to prepare

Morocco for the XXI century. The priorities for education placed special emphasis on the provision of greater opportunities for access to education by all groups in society, the orientation of education to the world of work and to the economic and social development needs of the country as well as on the development of vocational and technical education.

48. A delegate from the Republic of Uganda spoke at length on his Government's efforts to redress the imbalances in the area of human resources. He recalled that his country had suffered severe erosions of professionalism and efficiency. Resource management had collapsed due to an increased outflow of skilled manpower. The basic institutional framework for manpower development and utilization was neglected. Priority measures were now directed towards resolving the situation.

49. The Department of Manpower Planning in the Ministry of Planning and Economic Development was being strengthened through the recruitment of professional staff and by promotions to fill the vacant and more responsible posts. A comprehensive manpower survey started in October 1986 and was progressing well.

50. Under the existing manpower planning machinery and facilities, modest progress had been made in the areas related to manpower planning development and utilization, including the implementation of a public administration performance improvement project.

51. In the field of education, Government had set up an Education Policy Review Commission to review the existing education system right from pre-primary level to secondary/tertiary and had recommended measures and strategies

for improving the system. Under the community development programme, Government, had launched a programme to revive adult literacy and education through the already established Inter-agency National Adult Literacy and Education Committee. A survey had been designed to cover the whole country so as to determine the magnitude of illiteracy by sex and age.

52. Government health policy emphasized Primary Health Care (PHC) as a strategy to attain increased health status for the majority of the people. Finally, the delegate informed the Conference that Government had already set in motion a machinery to enable it carry out an informal sector survey.

53. In his intervention, the ILO representative informed the Conference that the ILO had in recent years been according very high priority to human resources development, planning and utilization in Africa. In 1985, it adopted its own programme of action in Africa in response to the African crisis and had since been allocating about 50 per cent of its global technical co-operation activities to Africa mainly in the human resources development, planning and utilization fields. The ILO was assisting African countries very actively in several projects in the fields of rural employment, the informal sector, manpower and employment planning, macro-economic and population policies related to labour, vocational training and entrepreneurial and management development, structural adjustment and compensatory employment policies and schemes, to name the most important areas of action.

Consideration of the Report of the Technical Preparatory Committee of Officials (Item 5)

54. The Chairman of the Technical Committee of Officials, which met prior to the meeting of Ministers, presented the

report of the Committee to the Conference for consideration and adoption. The report examined various issues relating to the problems of planning, developing and utilizing human resources in Africa and made a number of recommendations at the national, the subregional and the regional levels for action. The Conference considered the report, its findings, conclusions and recommendations and adopted it.

55. The Conference considered two resolutions (annexed to this report) which were placed before it for adoption by the Technical Preparatory Committee of Officials:

- (i) Resolution E/ECA/PAMM/HRP/MC/88/RES.2 on Combating the Brain Drain from Africa; and
- (ii) Resolution E/ECA/PAMM/HRP/MC/88/RES.3 on Support for the United Nations Special Action Programme for Administration and Management (SAPAM).

56. The Conference adopted both resolutions.

Consideration of the Report of the Ministerial Follow-up Committee of Ten (Item 6)

57. The Chairman of the Ministerial Follow-up Committee of Ten of the Conference, which met in Khartoum, Sudan, on 11 March 1988, presented the Committee's report to the Conference for consideration and adoption. The report, he said, contained essentially, a review of problems and constraints encountered and the progress made in the implementation of the decisions and recommendations of the Second Conference as well as recommendations on the actions that need to be undertaken in future. The latter called on member States, UN organizations, donor agencies and

governmental and non-governmental organizations to submit comprehensive reports on a regular basis to ECA on the problems and constraints that inhibit the effectiveness of measures taken to address emerging problems in the field of human resources to enable ECA to prepare a comprehensive report on the basis thereof for the next meeting of the Committee. The decisions also called for the creation and/or reinforcement of an appropriate machinery of government at the national level to co-ordinate the various interventions, by government ministries and international organizations, being made in the field of human resources. He reported also that the Committee had recommended, for approval of the Conference, the holding of its meeting on an annual basis, in view of the crisis facing Africa's human resources and the need for constant monitoring of developments affecting human resources within the region.

58. The Conference approved these recommendations and adopted the report of the Ministerial Follow-up Committee of Ten.

Consideration of the "Khartoum Declaration: Towards a Human - Focused Approach to Socio-Economic Recovery and Development in Africa" (Item - 7)

59. The Executive Secretary of ECA presented The Khartoum Declaration which he said, had, in a way, introduced itself not only through the many references made to it during the course of the Conference but also through the wide coverage accorded it by the international mass media. He recalled that H.E. the Prime Minister of the Republic of The Sudan had urged the Conference to go beyond The Khartoum Declaration to work out the modalities of its full implementation.

60. The Khartoum Declaration, he said, was a summation of bold and imaginative ideas which were put forth in more than 40 papers prepared by the best known experts in the field of human development and human resources development who were brought together from all over the world.

61. The Khartoum Declaration was, he said, part of the on-going effort being made both within and outside Africa to ensure that APPER and UN-PAAERD were implemented and that interest in the socio-economic conditions in Africa was sustained. It was important for a number of reasons. Firstly, the concerns expressed within The Khartoum Declaration as well as the action measures prescribed for dealing with problems of human development, should now inform thinking on Africa's recovery and long-term development problems. It was to be hoped that as the ECA prepared itself for the celebration of its 30th anniversary, and the OAU of its 25th, the Khartoum Declaration would infuse much greater awareness among Africans, members of these two regional organizations, of the primacy of man in the development process and thus contribute to a reordering of priorities of long-term socio-economic development. Secondly, The Khartoum Declaration would have to be seen not as an end but rather as a means to an end. Africans would hopefully take the initiative to design realistic strategies of reaching that end. To do so would compel governments to institute those actions necessary for success at the national level, which would in turn call for a shift of priorities such that a more visible emphasis is placed on the need to develop the human condition. In like manner, regional and subregional institutions would have to contribute their share by creating those mechanisms that would allow for collective actions and co-operation to be directed more purposefully towards human resources development and the improvement of conditions of human well-

being on the African continent. Thirdly, reaching the end would once again raise the question of means. African governments would individually and collectively have to come up with ideas as to how to sell the human dimension as portrayed in The Khartoum Declaration, to their development partners for support as well as to effectively put across to them, the fact that programmes that harm human beings should not only be unacceptable to Africans, they should also be unacceptable to humanity.

62. The Executive Secretary of ECA then invited the Conference to consider the Khartoum Declaration for endorsement.

63. Delegates expressed appreciation of the initiative of the United Nations system particularly those of members of the Inter-Agency Task Force on the Follow-up of Implementation of the UN-PAAERD at the Regional Level under the leadership of ECA. They further expressed appreciation, particularly to the UNDP, UNICEF, UNIDO, ILO, WFP, WHO, UNESCO, UNFPA, IFAD, ADB and the Government of Canada for the generous contributions which they made to the organization of the Conference. Gratitude was expressed to the International Conference for having done for Africa, in one felt swoop, what many African countries had spent huge amounts in consultancies to have done for them. The ECA in particular was singled out for commendation for its initiative, foresight and determination in bringing the human dimension to the fore in Africa's development equation.

64. The Conference then unanimously endorsed The Khartoum Declaration: Towards a Human-Focused Approach to Socio-Economic Recovery and Development in Africa and also adopted resolution E/ECA/PAMM/HRP/MC/88/RES.1.(annexed) in which it endorses The Khartoum Declaration; urges member States and the

international community to fully implement the recommendations of the Declaration; decides to submit the Declaration to the 30th anniversary meeting of ECA's Conference of Ministers for adoption by the Conference; requests the ECA Conference of Ministers to transmit the Declaration to the Ad-Hoc Committee of the Whole which would undertake the mid-term review of the implementation of UN-PAAERD and to the 43rd Session of the UN General Assembly; urges the UN Secretary-General to mobilize the entire UN system and the international community in support of the implementation of the recommendations of the Declaration; and requests the Executive Secretary of ECA to disseminate the Declaration as widely as possible and to co-ordinate and monitor the implementation of The Khartoum Declaration and to report thereon to the annual meetings of the Ministerial Follow-up Committee of Ten and to the Fourth Conference of Ministers Responsible for Human Resources Planning, Development and Utilization.

Any Other Business (Item 8)

65. No other business was discussed.

Date and Venue of the Next Meeting (Item 9)

66. The Arab Republic of Egypt offered to host the Fourth Conference of Ministers Responsible for Human Resources Planning, Development and Utilization in 1991. The Conference accepted this invitation by acclamation. It was agreed that the exact dates of the Fourth Conference would be the subject of consultation between ECA, the Government of the Arab Republic of Egypt and the Chairman of the Conference after which member States would be duly informed.

Adoption of the Report

67. The Third Conference of Ministers Responsible for Human Resources Planning, Development and Utilization considered its report and adopted it.

Closure of the Meeting

68. The ECA Executive Secretary took the floor to thank all delegates and through them their respective governments for having demonstrated such a keen interest in the search for solutions to problems of human development and human resources development which had been the subject of discussion in Khartoum at the International Conference on the Human Dimension of Africa's Economic Recovery and Development, the Technical Preparatory Committee of Officials and the Ministerial Follow-up Committee of Ten of the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization as well as the Fourth Meeting of that Conference which had just come to a close.

69. He called for each delegation to bear in mind that the success of the Conference ought not to be measured by the number of resolutions passed on the quality of the reports adopted, but rather by the amount of meaningful actions taken at the national level to follow through the recommendations of the Conference and the extent to which these recommendations were adopted.

70. Hosting one conference, he said, was not easy, but having to host for conferences in succession and without any hitches was a feat which the Government of the Republic of the Sudan had accomplished with ease. He paid tribute to H.E. Mr. Sadig El Mahdi, Prime Minister of the Republic of the Sudan

for the keen interest he had shown in the work of all the meetings and specially for taking time off his busy schedule to appear in person on several occasions to share ideas with conference participants. He requested H.E. The Minister of Labour Mr. Lawrence Modi Tembi to transmit to H.E. The Prime Minister the thanks and deep appreciation of the Conference.

71. The Hon. Minister of Labour of the Republic of the Sudan Mr. Lawrence Modi Tembi then took the floor. He said that probably for the first time, economic planners and social scientists had come together to discuss development priorities and had agreed upon the centrality of man as the object itself of development, in the socio-economic development process. The recommendations made to reflect this consensus in planning endeavours on the ground should be pursued with vigour at the national level.

72. He congratulated the ECA Executive Secretary and his colleagues for a job well done; the participants for the quality of their contributions, and thanked the Prime Minister of the Republic of the Sudan, the Government of the Sudan and the Sudanese delegations for their tremendous support of the Conference.

73. Finally he congratulated all concerned for producing the historic Khartoum Declaration, and declared the Conference closed.

RESOLUTION NO. 1

**THE KHARTOUM DECLARATION: TOWARDS A HUMAN-FOCUSED APPROACH TO
SOCIO-ECONOMIC RECOVERY AND DEVELOPMENT**

The Conference of Ministers responsible for Human
Resources Planning, Development and Utilization,

HAVING EXAMINED in depth THE KHARTOUM DECLARATION:
TOWARDS A HUMAN-FOCUSED APPROACH TO SOCIO-ECONOMIC RECOVERY
AND DEVELOPMENT IN AFRICA adopted by the INTERNATIONAL
CONFERENCE ON THE HUMAN DIMENSION OF AFRICA'S ECONOMIC
RECOVERY AND DEVELOPMENT which convened in Khartoum, Sudan
from 5 to 8 March 1988,

HAVING NOTED that the issues raised and the concerns
expressed by the International Conference with regard to
the human condition and human resources development in
Africa are consistent with and do reinforce the mandate
of this Conference,

MINDFUL of the need for concerted action to harness support
from every quarter to promote human development within
Africa,

APPRECIATIVE OF the initiative taken by the
International Conference, which represents one major
contribution to national, regional and international efforts
to improve the human condition in Africa,

1. CONGRATULATES the organizers of the Conference,
the United Nations Inter-Agency Task Force on the Follow-
up on the Implementation of the UN-PAAERD at the Regional

Level under the leadership of ECA, for this commendable initiative to assess the impact of the socio-economic crisis and the related aggravating effects of structural adjustment measures on human development and the development of human resources in Africa, as well as the International Conference for recommending a set of comprehensive measures whose implementation at the national, subregional, regional and international levels would reverse the decline and significantly improve conditions of human well-being in Africa;

2. EXPRESSES its appreciation to the Government of the Republic of the Sudan for hosting the Conference so generously and in particular to His Excellency the Honourable Prime Minister of the Sudan for his leadership role in ensuring that the Conference was a success;

3. FURTHER EXPRESSES its deep appreciation to the United Nations, particularly UNDP, UNICEF, UNESCO, UNIDO, UNFPA, ILO, FAO, WFP as well as the ADB and the Government of Canada for the generous contributions which they made to the organization of the International Conference on the Human Dimension of Africa's Economic Recovery and Development, which gave birth to THE KHARTOUM DECLARATION;

4. ENDORSES the findings, conclusions and recommendations of the International Conference as set forth in THE KHARTOUM DECLARATION: TOWARDS A HUMAN-FOCUSED APPROACH TO SOCIO-ECONOMIC RECOVERY AND DEVELOPMENT IN AFRICA;

5. DECIDES to submit THE KHARTOUM DECLARATION to the 30th anniversary meeting of ECA's Conference of Ministers for adoption by the Conference;

6. URGES member States to fully implement the recommendations of THE KHARTOUM DECLARATION by making the human dimension the central objective of their recovery and long-term development programmes;

7. FURTHER urges international financial institutions, bilateral and multilateral donors, organizations of the UN system and NGO, to implement urgently the recommendations contained in THE KHARTOUM DECLARATION, with a view to ensuring that concern for the human dimension is adequately reflected in their programmes of assistance to African countries;

8. REQUESTS the ECA Conference of Ministers to transmit THE KHARTOUM DECLARATION to the Ad-hoc Committee of the Whole, set up by the General Assembly of the United Nations to undertake the mid-term review of the implementation of the UN-PAAERD and through it to the 43rd Session of the United Nations General Assembly;

9. FURTHER REQUESTS the ECA Conference of Ministers and the General Assembly to ensure that the appropriate follow-up actions for the implementation of the recommendations of THE KHARTOUM DECLARATION are set in motion with minimum delay;

10. URGES the Secretary-General of the United Nations to institute the necessary actions required for mobilizing the entire United Nations system and the international community in support of the implementation of the recommendations of THE KHARTOUM DECLARATION;

11. CALLS UPON the United Nations Inter Agency Task Force to intensify its efforts aimed at the further

strengthening of co-operation between agencies of the United Nations system in search for solutions to Africa's problem of human development within the context of recovery and long-term development;

12. REQUESTS the Executive Secretary of ECA to disseminate THE KHARTOUM DECLARATION as widely as possible, particularly to member States, all United Nations agencies and organizations, donor countries and organizations, regional and sub-regional organizations and NGOs, institutions of higher learning and manpower development institutions in Africa;

13. FURTHER REQUESTS the Executive Secretary of ECA and Chairman of the Inter-Agency Task Force to co-ordinate and monitor the implementation of the recommendations of THE KHARTOUM DECLARATION and to present comprehensive reports thereon to the annual meetings of the Ministerial Follow-up Committee of Ten as well as to the Fourth Session of the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization.

PART TWO

THE KHARTOUM DECLARATION

TOWARDS A HUMAN-FOCUSED APPROACH TO SOCIO-ECONOMIC
RECOVERY AND DEVELOPMENT IN AFRICA

THE KHARTOUM DECLARATION**TOWARDS A HUMAN-FOCUSED APPROACH TO SOCIO-ECONOMIC
RECOVERY AND DEVELOPMENT IN AFRICA****PREAMBLE**

1. Under the auspices of the United Nations, an International Conference on the Human Dimension of Africa's Economic Recovery and Development took place in Khartoum, Sudan from 5 to 8 March 1988 as part of the follow-up to the implementation of the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UN-PAAERD) and Africa's Priority Programme for Economic Recovery 1986-1990 (APPER) and as a sequel to the International Conference on Africa: The Challenge of Economic Recovery and Accelerated Development held in Abuja, Nigeria in June 1987. The Conference brought together a gathering of about 200 policy- and decision-makers, government officials, professional and technical experts in the field of development and other related fields mostly from various African countries, as well as representatives of governmental and non-governmental organisations, agencies of the United Nations system, including the International Monetary Fund and the World Bank, bilateral and multilateral donor organisations and other resource personnel.

2. The Conference was organized with the whole-hearted support of the government and people of Sudan and participants enjoyed the warm hospitality of the Sudanese people. His Excellency Mr. El Sadik El Mahdi, Prime Minister of the Republic of Sudan, addressed the opening of the Conference. The proceedings were conducted in seven plenary sessions and six working groups. The Conference made a deep and detailed analysis of the African situation, particularly the current economic crisis and all its ramifications on the people of Africa. The Conference is unanimous in its conviction that the crisis that confronts the African

continent is one that affects the total human condition of the continent and its people, men and women alike. It is a crisis that challenges the very survival of the African people. It is a crisis of Africa's environment as the desert rapidly overcomes the fertility of the land and the coastlines also recede. It is a crisis of the continent's natural resources exploited more for the benefit of external interests than to meet Africa's dire needs. It is a crisis of the rich cultures of the African people and the cohesion of families broken up by the desperate circumstances of the African reality. It is a crisis that threatens to overwhelm Africa and her people and, in extremis, to reduce them to the helpless gaze depicted in the starving faces of Africa's children in the international media. But it is a crisis that can and must be overcome through the concerted and determined action of the African people and their societies and States, as they develop a clearer understanding of the implications of the current predicament and fashion a decisive and coherent plan of action, with the assistance and understanding of the international community.

3. We are encouraged in this view by the fact that although Africa has been sorely squeezed by the pressures of recent years and million of Africans have suffered severely, no objective observer can fail to be impressed by the vitality and human creativity which strive and flourish in spite of everything. The large cutbacks and constraints of government and urban production have stimulated communities to devise their own solutions to the problem of meeting their own basic human needs. Self-help groups abound in every country; the extended family, though strained, has often provided the means of survival of many of its members; examples of community action can be found in almost every

village. It is important to recognize the enormous potential of the human energy and creativity and find ways to harness it rather than ignore it in the total process of national recovery and development. For these and other reasons we repeat that Africa's crisis, though dire, CAN AND MUST BE OVERCOME

4. As participants in this event, the overwhelming majority of whom come from the African continent, we are moved to place on record our collective voice on the issues we discussed and we accordingly make this KHARTOUM DECLARATION.

**A. OVERALL ASSESSMENT OF THE HUMAN
CONDITION IN AFRICA**

5. Since the human being is the centre of all development, the human condition is the only final measure of development. Improving that condition is essential for the poor and vulnerable human beings who comprise the majority of our peoples in Africa. Africa's men and women are the main factors and the ends for whom and by whom any programme and implementation of development must be justified.

6. Regrettably, over the past decade the human condition of most Africans has deteriorated calamitously. Real incomes of almost all households and families declined sharply. Malnutrition has risen massively, food production has fallen relative to population, the quality and quantity of health and education services have deteriorated. Famine and war have made tens of millions of human beings refugees and displaced persons. In many cases, the slow decline of infant mortality and of death from preventable, epidemic diseases has been reversed. Meanwhile the unemployment and underemployment situation has worsened markedly.

7. Acts of destabilization and aggression, being perpetrated against the countries of Southern Africa by the South Africa regime, have also imposed massive human and economic costs, greatly in excess of military budgets or battle casualties. Of the approximately one million human beings dead in Southern Africa as a result of South African aggression over 1980-86 about one hundred thousand were war-dead, narrowly defined. Of the approximately thirty billion dollars in lost production, most relates to the creation of chaos and the loss of peasants' crops and national production.

8. Production and other economic aspects of development - especially distribution - are of crucial importance. Production by the poor is vital if they are to become more able to meet at least their basic needs. But it is just as important who produces what. Production of food, of basic consumer goods, of agricultural inputs and construction materials, of basic services such as health, education, and pure water, as well as of exports are central to improving the human condition. Unsustainable imbalances do matter.

9. Nutrition imbalances are as crucial as trade imbalances. High infant mortality requires just as immediate and as serious an attention as high rates of inflation or huge budget deficits. Ultimately the trade, inflation and budget imbalances are serious obstacles to development because they are barriers to enabling the poor to produce more; to the vulnerable to surviving and rehabilitating themselves; and to the state and the society achieving universal access to basic services.

10. Therefore, a basic test for all stabilization, adjustment and development programmes is whether they will improve the human condition from their inception or, on the contrary, worsen it. Social services and human resources development programmes have high short-, medium- and long-term pay-off on economic as well as on broader development criteria.

11. They are relevant to the reversal of unsustainable imbalances since survival and rehabilitation assistance to the most vulnerable groups - international refugees and displaced persons, disabled persons, youth, women and children - is an important element in reversing production losses.

Similarly, the engagement of Africa's most basic resource - its approximately 250 million economically active people - in production, is essential to restoring growth as well as development.

12. The human-centred strategy to the implementing of the Lagos Plan of Action, APPER and UN-PAAERD is vital for reaching out to the aspirations and needs of Africa's peoples and especially their poor and vulnerable majorities. It is deliverable through the appropriate mobilization, allocation and use of resources. To bring this about it will be essential to restore the strained and torn fabrics of our societies, make popular participation in decision-making processes effective, ensure the preservation of basic human rights and fundamental freedoms and eliminate policies that discriminate against minorities and vulnerable groups.

13. Progress in advancing the human condition in Africa depends on the structure, pattern and political context of socio-economic development. The problems and weaknesses in these areas must therefore be recognized and attempts must be made to tackle them in order to achieve the objectives of social and human development. This is also necessary because the economic crisis which Africa faced from the late 1970s found fertile ground in the structural and political weaknesses that bred the germs that hastened the intolerable deterioration in the human condition.

14. A fundamental problem is the fast rate of population growth and the uneven and uneconomic distribution of the population in the different age groups. The youthful population makes high demands on educational, medical and other social services while the large number of college graduates and school leavers that enter the labour market each year creates an imbalance between labour supply and demand.

15. A further structural factor is the urban bias and socially unequal distribution of critical factors and resources for human development such as employment, income, food and nutrition and health and education. As is well known, this distribution is biased against the majority of the population living mainly in the rural areas and in favour of the politically vocal minority in the urban enclaves. Economic issues have overshadowed social concerns and have prevented African countries from according the needed centrality to the human dimension and the human factor.

16. Finally, the political context for promoting healthy human development has been marred, for more than two decades, by instability, war, intolerance, restrictions on the freedom and human rights of individuals and groups as well as overcentralization of power with attendant restrictions on popular participation in decision-making. In such a context, the motivation of many Africans to achieve their best in productivity and the enhancement of their own and society's well-being has been severely constrained. In times of economic crisis, the politically stronger social groups and individuals survive while the weaker ones go under in increasing deprivation, social dislocation, hunger, ill-health or death.

B. THE HUMAN DIMENSION OF STRUCTURAL ADJUSTMENT PROGRAMMES

17. From the causes mentioned so far flow the consequences of wretched misery, marginalization and - for millions - very literally premature death. The severity of the African crisis is such that country after country has been putting in place structural adjustment programmes in their effort to halt their economic degradation and achieve a turn-around. Unfortunately, far too many of these programmes - whether nationally conceived or in collaboration with the World Bank, the International Monetary Fund and the donor community - are rending the fabric of the African society. Rather than improve the human condition, some structural adjustment programmes have aggravated it because they are incomplete, mechanistic and of too short a time perspective.

18. Structural Adjustment Programmes (SAPs) are incomplete because they are often implemented as if fiscal, trade and price balances are ends in themselves and are virtually complete sets of means to production increases. Human condition imbalances as related to employment, incomes, nutrition, health and education do not receive equal priority in attention to macro-economic imbalances. Unless and until they make the elimination of these human condition imbalances central targets, stabilization and adjustment programmes cannot provide Africa's growth and development dynamic.

19. They are too mechanistic in being inadequately grounded in, or sensitive to specific national economic, human and cultural realities. This is aggravated by an incomplete articulation which allows the gaps between macro models and contextual realities to remain largely unobserved. Nor

can we evaluate how rapidly production can be expanded; where, by whom and of what. Thus their human condition impact remains inadequately projected instead of being at the centre of target-setting, policy formulation and programme or project choice.

20. They are in too short a time perspective. Africa cannot wait for the attainment of external equilibrium and fiscal balance before seeking to improve the human condition, nor can long-term human investment to strengthen the institutional, scientific, technical and productive capacity operating in environmental balance be postponed. That is essential to attaining the more stable and less vulnerable economic position that we aspire to for the African continent.

21. Further, we must place squarely on record that the external context confronting Africa continues to deteriorate. The terms of trade losses of 1986 vastly exceeded net resource transfers to Africa. APPER is not receiving either the new concessional transfer support or the debt burden relief it projects as essential, or which UN-PAAERD committed the international community to providing. This is not simply an African view - the World Bank has repeatedly said the same thing as has the UN Secretary-General's Advisory Group on Financial Flows for Africa, a majority of whom are practising bankers.

22. We welcome the increased concern for the human dimension in stabilisation and adjustment programmes, broadly expressed within the international community. But this is far from being enough. The gap between the expression of concern and actual programme implementation remains wide. Human dimension elements are additions, often long after programme initiation, rather than integral parts of their overall

design. Those poor and vulnerable groups to be served are often narrowed down to those who are the victims of the stabilization programme, rather than addressing the human condition of all the absolutely poor and vulnerable people.

23. In the light of all of the foregoing, we do not hesitate to reiterate the central position that the human dimension should be accorded in the stabilisation and structural adjustment programmes, for we are convinced beyond doubt that no nation can be great and prosperous if the majority of its people are poor, malnourished, illiterate, miserable and perpetually vulnerable.

24. Overall, we identify five distinct areas on which greater awareness and action must be focused by the African governments, the international financial institutions and the international community at large. Firstly, all structural adjustment programmes in Africa must be designed, implemented and monitored as part of the long-term framework of Africa's development. These programmes must, therefore, be incontrovertibly compatible with the objectives and aspirations of the African people as outlined in the Lagos Plan of Action and the Final Act of Lagos. Secondly, the human dimension must be the fulcrum of the adjustment programmes. Thirdly, the structural adjustment policies must incorporate the relevant adjustments of the social sector. Fourthly, considerations must be made of the consequences of macro-policies on the poor and vulnerable not only so as to design temporary and independent compensatory additional programmes but to make the alleviation of absolute and relative poverty and the elimination of gender biases integral parts and factors of the adjustment

programmes. Lastly, the entire process of monitoring the stabilisation and structural adjustment programmes must incorporate the social aspects and criteria.

25. We regard it as the primary responsibility of African Governments to develop a richer articulation of the total macro-framework within which to reorientate these programmes.

26. Structural adjustment programmes must be made to complement the efforts of African Governments to attain their long-term development objectives. Consequently, they should, through their effects on the economy and the African social fabric, contribute to the preservation of basic human rights and fundamental freedoms and help to eliminate policies that discriminate against minority and vulnerable groups. Above all, the application of structural adjustment measures should restore, not corrode the dignity of the African as a human being.

27. It is with these concerns in mind that we set forth in the pages that follow our conclusions and detailed recommendations.

C. RECOMMENDATIONS

28. In the light of the foregoing analysis, the following conclusions and recommendations are proposed for the most careful consideration of African countries and the international community. It is our earnest hope that these recommendations will be taken into account when the mid-term review of UN-PAAERD is undertaken by the General Assembly of the United Nations at its 43rd session in 1988. Even before that, we hope that individual governments, international agencies and non-governmental organisations will take them fully into account and implement these recommendations in whatever way they may find appropriate, given their respective mandates.

I. INCORPORATING THE HUMAN FACTOR IN THE RECOVERY AND STRUCTURAL ADJUSTMENT PROCESS

29. Since structural adjustment is intended to improve prospects for longer-term development, the design and context of structural adjustment programmes should incorporate the goals and objectives of long-term development. As the improvement of human condition and welfare is the ultimate objective of development, structural adjustment programmes need to incorporate the human factor into their design and implementation. Towards the achievement of this goal, we call for the following actions at the national, sub-regional, regional and international levels.

Action at the National Level

- (i) There is an urgent need to restore the centrality in Africa of long-term development goals and actions.

- (ii) To this end, there is a need for African countries to design their structural adjustment programmes as part and parcel of their long-term development goals. These indigenous programmes should serve as the basis for discussion with the donor community, multilateral as well as bilateral.
- (iii) In this process, the human dimension needs to be brought out both in the definition of the long-term goals and in the priorities and components of the structural adjustment process.
- (iv) Each African Government should translate its pronouncements - regarding the centrality of the social sectors in the process of economic recovery and development, as expressed in APPER and UN-PAAERD - into concrete action. In particular, a special appeal is to be made to the governments to speedily carry out their pledge to commit 20-25% of their annual budgets to the agricultural sector.
- (v) In designing adjustment programmes, a careful analysis should be made of what categories of the population are most severely affected during the adjustment period, of the magnitude of their needs and of the ways and means that these needs, especially of the poor, can be met during the process of adjustment and beyond.
- (vi) In making the protection of the poor an integral part of adjustment, the primary strategy should be that of enhancing their productive capacity through better access to productive resources and assets.

- (vii) In the design of adjustment and development programmes, explicit attention must be paid to gender issues so as to accelerate the integration of women in the whole development process. With the clear awareness of women's major contribution to development, there is a new opportunity for making major progress in this direction.
- (viii) Special attention should be paid to the vulnerable groups, particularly children, the aged, the disabled and refugees and displaced persons. The design of adjustment programmes should incorporate aspects of support of the retrenched employees to enable them become viable entrepreneurs. Such support should include provision of loans and extension and advisory services.
- (ix) In making policy decisions on the question of subsidies, a thorough analysis of the impact of such decisions on the most affected groups should be made and, if possible, alternative approaches should be found, especially as regards the poor and vulnerable.
- (x) Food security and its indispensable adjunct of food self-sufficiency should be treated with the utmost priority in the design of adjustment, recovery and development policies.
- (xi) There should be greater openness in the process of designing the adjustment package, both within government and beyond. In particular, employers, trade unions and other relevant groups should

be closely associated with the process both to improve the design of the programmes and to ensure their fuller understanding and support.

Action at the Regional and Sub-regional Levels

- (i) National actions will be greatly helped or hindered to the extent that regional and subregional environments are conducive. To this end, African countries need to take more positive steps toward peace, stability, human rights and African solidarity.
- (ii) Subregional and regional data banks, such as PADIS, should strengthen their programmes in order to generate and disseminate current information and data on the social and human conditions in Africa, in order inter alia to facilitate the monitoring and implementation of Structural Adjustment Programmes.
- (iii) Exchange of experience and in-depth studies should be undertaken by African countries and institutions as well as international organizations about structural adjustment options that would, inter alia, take fully into account:
 - the human dimension.
 - compatibility with long-term development.
 - full participation of the people in the design and implementing of the alternative.

- (iv) Subregional and regional institutions should take appropriate action to strengthen and improve the capabilities and skills of African countries in their negotiations with their development partners, especially on issues related to structural adjustment.
- (v) In the long-term, greater sub-regional and regional co-operation is needed to ensure the acceleration and sustainability of long-term African development. In this context, African governments should also try to harmonise the activities of their various institutions in the field of human resources development.

Action at the International Level

- (i) Having due regard to the high social costs of structural adjustment programmes, the IMF and the World Bank should endeavour to ensure that adequate and comprehensive safeguards for the protection of vulnerable groups and the human dimension are built into such programmes from the beginning. In this connection, we welcome the recent undertaking by the Bank and IMF to this effect and we urge its rapid implementation.
- (ii) International organizations should intensify their efforts in the development and use of appropriate indicators for closely monitoring the human and social dimensions of the adjustment process.

- (iii) The World Bank and the UNDP, in their various roles as co-ordinators of Consultative Groups and Round Tables, should pay full attention to the human dimension of adjustment in the preparation and documentation for and the discussion at these meetings.

II. PAYING SPECIAL ATTENTION TO THE SOCIAL SECTOR AND THE VULNERABLE GROUPS

30. Africa's people are her most valuable asset. Their healthy social development is a sine qua non for achieving a productive and sustainable transformation in the continent. Yet, for far too long, the vast majority of the African people, especially women and youth, have been locked into poverty and vulnerability, along with the traditionally disadvantaged, the disabled, refugees and displaced persons. Where the most-affected groups inhabit the neglected rural and peri-urban areas, their living conditions have often become intolerable in recent years as a result of the economic crisis and structural adjustment measures. The fundamental problem is that of late, official policies have paid only scant attention and have given very low priority to the social sector and the vulnerable groups in society.

31. Therefore, we strongly recommend the following urgent actions:

Action at the National Level

- (i) Measures should be adopted to promote equitable patterns of development based on the democratization and decentralization of the decision-making process.
- (ii) Even in times of severe resource constraints, such as experienced during periods of economic adjustment, attempts should be made to ensure acceptable minimum levels of and access to food and social services, particularly for the vulnerable groups. Furthermore, food aid, being an important

portion of ODA to Africa, must be used in direct support of food security, particularly to ensure access to food by the vulnerable groups in times of structural adjustment.

- (iii) Investment priorities should be focused on the rural sector so as to raise rural employment, productivity and incomes and to reduce rural poverty.
- (iv) Governments that have not already done so, should formulate and implement national population policies as stipulated by the 1984 Kilimanjaro Programme of Action.
- (v) To arrest the current drought and desertification, resulting from long-continuing misuse of renewable natural resources and endangering mostly the vulnerable persons in the rural areas, sustainable development and long-term considerations, rather than immediate, quick benefits should be made the over-riding principle governing all development plans, programmes and projects. In each and every socio-economic development plan, programme and project, conservation of nature and natural resources and maintenance of eco-systems and environmental balances should be in-built primary component.
- (vi) Opportunities should be given to women for greater participation in the nation's political and decision-making processes at all levels, especially at the national centres of power. Where necessary, appropriate training should be given to them to ensure this.

- (viii) Accelerated child development and survival strategies (for example, low-cost immunization and oral re-hydration therapy) should be implemented so as to reduce the very high levels of infant and child mortality and morbidity.
- (ix) Greater efforts should be made to provide the youth with productive employment opportunities and to integrate them more effectively in the development process.
- (x) Concerted efforts should be made to change prevailing attitudes towards the disabled so as to rehabilitate them and bring them into the mainstream of development.

Action at the Subregional and Regional Levels

- (i) Subregional and regional development, research and training and financing institutions should give priority attention in their work programmes to the issues of African women, children, youth and vulnerable groups, particularly the aged, disabled, refugees and displaced persons.
- (ii) Governments of each subregion should device policies and plans for collectively dealing with the root causes of the problems of refugees and displaced persons. Where possible, arrangements should be made to facilitate the voluntary return of refugees to their home countries.

Action at the International Level

32. International organizations should intensify their efforts, in cooperation with African countries, in the development and use of appropriate indicators for closely monitoring and measuring progress in the improvement of conditions of humsn well-being. Instruments should also be developed to provide early warning on deteriorating human conditions.

III. MANPOWER DEVELOPMENT AND UTILIZATION FOR THE LONG-TERM

33. Africa's long-term development prospects depend on its human resources, and for African countries to achieve the goals of APPER, UN-PAAERD, and the Lagos Plan of Action a significant strengthening of their capabilities to develop and adequately utilize their human resources is called for. These efforts should be aimed at reinforcing, expanding and making more relevant, the human resources base, avoiding wastage through underutilization of manpower, or loss through the brain drain, and raising productivity levels, particularly in agriculture, through various support policies and programmes and public sector interventions.

34. In the light of the foregoing observations, the following are recommended:

Action at the National Level

- (i) Efforts should be intensified to expand primary and basic education, especially in the urban peripheries and in the rural areas;
- (ii) Higher and technical education must, of urgent necessity, be significantly strengthened and re-oriented so as to build within them those capabilities that would enable African countries to produce the required middle- and high-level manpower.
- (iii) Governments should strive to seek greater relevance in education and training so that the outputs of education and training systems are more readily employable and can function better as job-creators

rather than as job-seekers, particularly in the rural areas and the agricultural sector.

(iv) Greater emphasis should be placed on improvements in the teaching of science and technology in African countries, and more effective mechanisms should be evolved for the dissemination of the results of scientific and technological research for purposes of application and development.

(v) Governments should review education expenditure policies with a view to maximizing effectiveness in all areas of education.

35. In view of the seriousness of the unemployment and under-employment problems in African countries and the bleak prognosis for the future in this domain, it is strongly recommended that:

- (i) Every development plan should have, as major expressed objectives, the generation of employment and incomes and the reduction of absolute poverty and income inequality among the people and to this end, effective monitoring and implementation mechanisms should be established to ensure the achievement of these objectives.
- (ii) Investment priorities should be focused on the rural sector so as to raise rural employment, productivity and incomes and to reduce rural poverty.
- (iii) Opportunities should be increased for women to have a greater access to education and training

in order to increase their skill levels and enable them to raise their efficiency as a significant group in the African workforce.

- (iv) Greater efforts should be made to provide youth with productive employment opportunities and to integrate them more effectively in the development process.
- (v) Governments should provide a more congenial environment for the development of the informal sector which has a high potential for employment creation in African countries and is a rich and fertile ground for the development of indigenous entrepreneurship.

Action at the Sub-regional and Regional Levels

36. Governments of the various sub-regions and of the region as a whole are urged to strengthen their bonds of co-operation in the area of manpower development and utilization. Accordingly, they are urged to:

- (i) intensify their efforts to create, maintain and strengthen regional and sub-regional institutions with specialization in specific fields of learning and research for the common use of member States.
- (ii) develop joint research programmes among groups of countries at the sub-regional and regional levels to focus on common problems of development in fields such as science and technology, medicine, engineering, agriculture, management etc.

- (iii) strive to expand employment markets within a sub-regional context by embarking upon joint employment-generation investment programmes accompanied by an opening-up of sub-regional employment markets and the promotion of the free movement of people in order to reduce the unemployment problems facing African countries.
- (iv) enter into agreement among themselves within a sub-regional context to promote the exchange of experts and to make it easier for skilled manpower from countries within their sub-regions to find employment in other countries as a means of reducing the brain drain from Africa.
- (v) participate as fully as possible in ECA's Return of Skills Programme for Africa by exploiting this Programme for the identification and recruitment of high-level manpower to fill vacancies in their public and private sectors, higher learning institutions as well as technical assistance posts within their countries.

IV. THE ROLE OF REGIONAL, INTERNATIONAL AND NON-GOVERNMENTAL ORGANISATIONS

(a) Bilateral Donors

37. The Conference calls upon the industrialized countries, particularly OECD and CEMA, to report on the reforms and resource allocations they are making and will undertake in support of their commitments under UN-PAAERD.

(b) Role of Regional and Subregional Organizations

38. One cannot overstate the fact that international actions and support are vital to the success of the whole programme of African recovery and development. At the sub-regional and regional levels several actions are vital:

- (i) African countries should rationalise the structure of their regional organisations and make better use of key organisations vital to the co-ordination of African development.
- (ii) Regional organizations should accord the highest priority to the human dimension in the design and implementation of the recovery and development programmes of the continent, including the resolution of regional conflicts so that scarce resources are further saved to protect the human dimension.
- (iii) Co-operation at the regional and subregional levels should focus on collective self-reliance to protect the human dimension during the recovery period and beyond.

- (iv) African governments are at a disadvantage in international negotiations with the International Monetary Fund and the World Bank. This disadvantage must be overcome. African governments should turn, for assistance, to regional organizations, like the ECA, ADB and OAU, which have the capacity to provide technical and political expertise. In particular, the comparative information provided by the ECA on the nature, details and constraints of structural adjustment programmes should be exploited to the maximum in order to improve the negotiating position of the African governments.

(c) The Role of International Organizations

39. International organizations can and should play a more positive role in Africa's recovery. The major preoccupation of the Conference is the fact that such organisations should be more sensitive and more responsive to the realities of the African countries and societies since political, social, and cultural realities condition the dynamics of adjustment, recovery and development. Accordingly, it is proposed that:

- (i) International organizations involved in Africa should undertake high priority actions aimed at supporting and enhancing the human dimension in the recovery and development programmes of Africa.
- (ii) The Conference endorses the proposal of the UNDP for the establishment of an Inter-Agency Task Force for the assessment of Africa's human resources needs and the development of an appropriate UN System-wide programme of Action in the field of human resources development. This task force

could inter alia establish the modalities and mechanisms for improving coordination in the delivery of programmes in areas related to human resources, public sector resource management, use of resources for human resources development and for the creation of information systems and an integrated data base for human resources development and management. Regional monitoring and information exchange will be conducted by ECA. To this end, the Task Force should in consultation with national governments, draw up a detailed Human Resources Development Plan for submission to, and approval by a Special ECA meeting of ministers.

- (iii) The international financial institutions should make prompt and urgent efforts to catalyse the implementation of the recommendations of the Report of the Advisory Group on Financial Flows for Africa; and to bring the attention of the international community to the fact that additional resources and debt reductions are urgently required for Africa's adjustment efforts to succeed.
- (iv) International agencies should strengthen their regional and national units by decentralizing power, responsibilities and resources to the regional offices. Increasingly, decision-making on resource allocation should be decentralized to the regional, sub-regional and field offices.
- (v) International organizations ought to ensure that their priorities are in line with the aspirations of African countries. In this context, their

priorities should be compatible with the stated objectives, priorities and strategies of APPER and UN-PAAERD and the Lagos Plan of Action.

- (vi) United Nations organizations should make every effort to collaborate, and coordinate their programmes in order to conserve resources and avoid waste.

(d) The Role of Non-Governmental Organizations

40. There is increasing evidence that non-governmental organizations can make an effective contribution, at the grass-root level, to the process of recovery and development. The NGOs present a number of advantages which must be built upon and strengthened, especially in the context of improving the human condition in Africa. The proposals below are made with the conviction that, if they are adopted, there is a lot to be gained by Africa's poor and vulnerable during the recovery period and by the African people at large during the process of development:

- (i) NGOs should always respect Africa's own priorities and sectoral choices as this is the most sure way of contributing to the overall national efforts.
- (ii) NGOs based in donor countries should review their technical assistance with a view to using as much as possible national expertise and to the extent possible, transferring power to local NGOs.
- (iii) African governments should give due recognition to African NGOs and create the legal and fiscal framework for their activities. NGOs should improve

their policy analysis so as to incorporate longer-term perspectives and commitments.

- (iv) NGOs should have an important role at the international level in monitoring the implementation of international commitments and improving public awareness among their nationals, of the realities of the African countries and societies. African NGOs should be encouraged, as appropriate, to respond to the human and social needs of the poor, especially in rural areas where structural adjustment programmes have resulted in the reduction of social services.

D. CONCLUSION AND FOLLOW-UP

41. This **DECLARATION**, then, affirms and asserts that the human dimension is the sine qua non of economic recovery. We, the delegates here assembled, will not abide economic rationale, will not tolerate economic formulas, will not apply economic indices, will not legitimize economic policies which fail to assert the primacy of the human condition. That means, quite simply, that no structural adjustment programme or economic recovery programme should be formulated or can be implemented without having, at its heart, detailed social and human priorities. There can be no real structural adjustment or economic recovery in the absence of the human imperative.

42. And how is that imperative defined?

43. Fundamentally, it means that the vulnerable and the impoverished, the uprooted and the ravaged, women, children, youth, disabled, aged, the rural poor and the urban poor, every group and individual in society who is in some way disadvantaged, must be given paramount consideration in the socio-economic development process. That is a sacrosanct principle. And in the service of that principle, health, education, welfare and all related social sectors become indispensable components of every national policy, every national programme, every national plan, and every regional or sub-regional collaboration.

44. So should Africa conduct itself. But Africa cannot do it alone. The centre - piece of UN-PAAERD, 1986-1990 - of which this **DECLARATION** is an organic part of the follow-up - enshrines a shared partnership between Africa and the rest of the international community.

45. The understanding is explicit: Africa acts and the international community commensurately responds through its own donor reforms and increased levels of assistance. Fidelity begets fidelity. It is a mutual pact. Both sides have binding obligations.

46. Alas, the international community has not yet fulfilled its part of the bargain. African economic recovery continues to be threatened on every front by catastrophic debt, collapsed commodity prices, stagnating concessional flows, and crippling terms of trade. Because the front-line of recovery is the human dimension, the human dimension is at greatest risk. If structural adjustment with a human face does not succeed, then the failure, in considerable measure, will be laid at the feet of the international community.

47. It is this sense of urgency which has animated this Conference and suffuses this **DECLARATION**. We are nearly two years from the UN Special Session. We are on the eve of the Secretary-General's Mid-Term Review. The UN Programme ends in 1990. We are in a desperate race with time. No one pretends that African economic recovery is a short-term proposition, but the prospects for the human dimension of recovery will be writ in the actions of the next two years.

48. It is therefore our collective recommendation that this **DECLARATION** be endorsed by the Third ECA Conference of African Ministers Responsible for Human Resources Planning, Development and Utilization, which follows immediately. It is then our hope that the Ministers will transmit this **DECLARATION** to the 30th Anniversary Session of the ECA Conference of Ministers scheduled for Niamey, Niger in Mid-

April of 1988. If, then, as we would wish, the **DECLARATION** is again embraced, it can be transmitted directly to the General Assembly of the United Nations to be considered by the whole international community of sovereign States, in the highest of forums, as an integral part of the follow-up to the UN Programme.

49. When the Prime Minister of the Sudan opened this Conference, to which this **DECLARATION** stands as an enduring testament, he called for the restoration of the dignity of the African person, for peaceful relations among peoples and States, and for the pursuit of fundamental human rights rooted in the consent of the governed.

50. In so speaking, he mirrors the principles of the United Nations Charter. This Declaration, with its total focus on the human dimension, is a challenge to Africa and to the world to turn yearning into reality.

Done at Khartoum,
The Republic of the Sudan,
8 March 1988

PART THREE

REPORT OF
THE THIRD MEETING OF THE
MINISTERIAL FOLLOW-UP COMMITTEE OF TEN
OF THE CONFERENCE OF MINISTERS RESPONSIBLE FOR
HUMAN RESOURCES PLANNING, DEVELOPMENT AND UTILIZATION

(KHARTOUM, THE REPUBLIC OF THE SUDAN
11 MARCH 1988)

I. Organization

1. The Third Meeting of the Ministerial Follow-up Committee of Ten of the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization was held at the Friendship Hall, Khartoum, Sudan on 11 March 1988. It was convened to review the progress made in national programmes and priorities for the implementation of the Conference of Ministers of Human Resources' decisions in human resources management policies and programmes between 1984 and 1988.

II. Attendance

2. The meeting was attended by the ministers from Uganda and Zambia; members of the diplomatic missions in Sudan representing Chad and Zaire and representatives from Egypt, Ghana and Morocco. Also participating in the meeting were ministers from the Republic of Sudan, Zimbabwe and Gambia, and observers from Liberia, UNDP, ILO, and IDRC.

III. Adoption of the Agenda

3. The Committee adopted the following agenda and organization of its work:

1. Meeting of heads of delegations
2. Opening of the meeting
3. Adoption of the agenda and organization of work
4. Status review
5. Date and venue of the next meeting
6. Any other business
7. Consideration and adoption of the report
8. Closure of the meeting

IV. Opening of the Meeting

4. The Chairman of the Committee, H.E. Mr. Yoweri Kyesimira, Minister of Planning and Economic Development of Uganda, made short introductory remarks regarding the nature and purpose of the Committee's work during its third meeting. He then called upon H.E. Mr. Lawrence Modi Tombi, Minister of Labour and Social Security of the Republic of the Sudan, to address the Committee and open the meeting.

5. In his opening address, the Honourable Minister said that it gave him great pleasure to find himself privileged to address the Third Meeting of the Ministerial Follow-up Committee of Ten, and to welcome delegates to the Republic of Sudan, their second home and wished them a pleasant stay. He believed that the work of the Committee was of paramount importance in the preparations for The Ministerial Conference on Human Resources Planning, Development and Utilization which would be convened from 12-13 March 1988.

6. He then availed himself of the opportunity to emphasize the importance of the Pan-African endeavour to cater for a new vision and evaluation of Africa's human resources planning, development and utilization. In that respect Africa needed to strive to contribute to the fulfilment and realization of the pivotal role to be played by the human resources endowment and wealth enjoyed by the people. Undoubtedly, this could best be achieved through the placement of that valuable resource, available all over the continent, in its right perspective. The new perspective should be that of change which should be guided by African realities. He was convinced that within the context of a strong and progressing Africa, future strategies, policies and programmes should be tailored and geared towards the achievement of material welfare, justice and equity.

7. He concluded by mentioning that it was needless for him to emphasize the importance of the work of the Committee for enabling the Conference of Ministers to proceed with the matters contained in its agenda from a base that was well prepared. He wished the participants a fruitful and successful meeting and declared the meeting open.

8. Following the opening of the meeting by the Honourable Minister of Labour and Social Security, Prof. Adebayo Adedeji, UN Under-Secretary-General and Executive Secretary of the Economic Commission for Africa (ECA), addressed the Committee of Ten.

9. In his address, the Executive Secretary said that it was his pleasure to welcome delegates to the third meeting of the Follow-up Committee of Ten. He expressed his personal appreciation and gratitude as well as those of the United Nations Economic Commission for Africa, to the Government and people of the Republic of The Sudan for kindly accepting to host the various meetings of the Conference, and for the warm and personal hospitality they had extended to delegates since their arrival in the Sudan.

10. He said that their participation at the third meeting was a mark of the importance attached to the elevation of Africa's human resources to their rightful place in the development paradigm. He was aware that the activities of the Committee had been constrained somewhat, by factors beyond their control but he hoped that this meeting would assist the Third Conference to look to the future and build upon whatever achievements their respective governments had made during the last four years in improving the conditions for human resources to operate more effectively in Africa's socio-economic development endeavours. He went on to say that

the meeting taking place provided an opportunity to review the progress made since the last one in 1984 in Addis Ababa and to peer into the future, standing on the pedestals of the past to devine what designs - or fate - awaited Africa's human resources.

11. He said that at its second session, the Conference had called for the harmonization and co-ordination of policies and programmes that would ensure the development and productive utilization of high quality human resources, and the strengthening of public administration and financial management processes within the region. He wanted delegates to know that a number of initiatives were undertaken in response to this call. These included commendable efforts to strengthen institutional capabilities and linkages for human resources management and the encouragement of interface between the various arms of Government that were involved in the planning, development and utilization of human resources in spite of the constraints that inhibited faster progress.

12. He then drew the attention of delegates to a report before them which reviewed progress and constraints in the implementation of the decisions of the Second Conference. The document reported on the initiatives undertaken by member States individually and collectively as well as those undertaken in collaboration with the ECA and other partners to implement the Conference decisions. He urged the delegates to review it critically and to enrich it as comprehensibly as possible in the light of their own subregional experiences so as to present to the Conference, a truly realistic picture of the progress achieved in planning, developing and utilizing human resources along the lines of the recommendations made in this respect in 1984.

13. He concluded by reminding delegates of their role as the monitoring arm of this Conference, which was very important to keep an eye on the evolution of trends in the area of human resources so as to make timely policy and priority shifts to avoid imbalances.

V. Status Reviews and Reports

14. A representative of the secretariat introduced document E/ECA/PAMM/HRP/MFC/88/1 entitled Progress in National Programmes and Priorities for the Implementation of the Conference Decisions on Human Resources Management, Policies and Programmes. He drew the Committee's attention to the two major decisions taken by the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization during its second meeting. Member States were called upon to initiate activities and strategies that would improve the operational instruments of the Conference and ensure the proper development of quality human resources.

15. The representative gave a brief report on some of the major activities undertaken, highlighted the constraining factors and pointed out a few suggestions for ensuring a higher implementation rate of the future decisions, by the Conference.

16. The Committee was informed that since the last meeting, efforts had been intensified and attempts made by member States to establish appropriate processes for human resources development, planning and utilization. National and regional initiatives were taken by the member States themselves. Others were taken in collaboration with the ECA and other bilateral and multilateral donors. These activities were focused mainly on strengthening human resources planning, development and utilization institutional capacities and instituting policy reforms in respect of human resources development and

17. Advisory or consultative bodies to formulate, guide, co-ordinate, evaluate and advise on human resources policies and programmes within a planning framework had been established by a number of countries. Other than Egypt, Gabon, Gambia, Tanzania and Zimbabwe, which had each established full ministries to deal with human resources management issues, most governments had relied on the ministries or agencies responsible for economic planning and development, public service management, labour and social affairs to perform the day-to-day manpower and employment planning function.

18. The Tanzanian Government reviewed and revised the longstanding "bonding" policy, and plans are also underway to review the 1964 policy on human resources. The Government of Zaire instituted an annual levy payroll deduction policy in 1984 to increase funds to the National Institute of Vocational Training. The Governments of Djibouti and Tunisia initiated policy reforms aimed at rationalizing the civil service and making it more productive and cost-effective. Direct policy measures were also undertaken by the Governments of Cameroon, Guinea, Mauritius, the Central African Republic and Zimbabwe to improve the wellbeing of their respective work-force. A national policy conference on education and training was held in Liberia aimed at reviewing and streamlining human resources development policies and strategies.

19. A series of activities were initiated by member States in collaboration with the ECA secretariat. These programmes were embodied within the various programme activities of the secretariat i.e. agriculture, telecommunications, industry, statistics, etc. that were related to human resources development. In addition a number of direct activities were carried out within the framework of two programmes, namely, the public administration and finance and human resources

planning, development and utilization. The activities took the form of advisory services, training workshops, studies and technical reports. Similar activities were undertaken by member States in collaboration with other multilateral and bilateral donor agencies. These were mainly focused on a development of quality human resources through educational reform measures and rehabilitation of vocational training institutions; and on the utilization of human resources by improving labour administration and strengthening employment and manpower planning capabilities.

20. It was noted that the efforts were constrained by a number of factors and that the Conference, in anticipation of the future, needed to identify and review these factors and to see the extent to which their impact on member States' efforts could be minimized. In so doing, the Committee was urged to examine the problems of implementation of the Conference decisions within the context of the recent structural crisis of African economies since they had influenced the trend of progress. It was pointed out that as a result of the constraining factors there was a modest gain in the implementation of the Conference decisions during the review period. The secretariat, therefore, called on all concerned to take necessary steps in the years ahead in furtherance of the attainment of the objectives and decisions of the Conference. In this regard, a few suggestions were made for consideration by the Committee. Structural reform policies were needed first and foremost. Established priorities would have to be re-examined and re-ordered in the light of the need to institute measures that would not only stimulate specific lead sectors of the economy, but would also ensure effective mobilization and management of domestic and foreign resources. Greater collaboration and interaction between African countries and the international

community and other donors would be called for. More conscious efforts would have to be made by member States to provide the necessary information when required and to take full advantage of the services of the secretariat. No effort should be spared to ensure that notwithstanding reform policies adopted or of measures designed, member States and other concerned parties should work within the framework and spirit of APPER and UN-PAAERD and generate new ideas and programmes to build the foundation for recovery and development.

21. In concluding, he stressed the role to be played by the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization in ensuring that steps would be taken to have the Follow-up Committee of Ten take on a more active and co-ordinating role in the implementation of the decisions of the Conference. Secondly, the Conference would have to find and decide on a mechanism through which the various national and regional activities on human resources management initiated by member States in collaboration with the various agencies are co-ordinated and harmonized. Thirdly, the Conference would have to continue its call for stronger national machineries to formulate and execute human resources management policies and programmes.

22. In the discussions that followed, the need was expressed for future reports to the Committee to be structured in such a manner that delegates would see at a glance what actions had been undertaken in each area at the various levels - national, sub-regional and regional, as well as international - to strengthening the planning, the development and the utilization of human resources. In addition, efforts should be made to solicit from all the major actors - organizations of the UN system, NGOs and bi-lateral and multi-lateral donor agencies but particularly from member States - annual reports

on those problems and constraints that inhibit their effectiveness in addressing emerging problems in the field of human resources. A compilation of these would facilitate the analysis of trends on a sub-regional and regional basis, promote a healthy exchange of country and agency experiences and conduce to an easier search for workable national, sub-regional, regional and international strategies for addressing problems of human resources. To this end, ECA was requested to draw up and circulate guidelines for the preparation of country and agency reports in good time so as to have enough elements to submit a comprehensive report to the next meeting of the Committee.

23. Turning to the substantive aspects of the report, the Committee concurred with the observation made in the report about the serious problems of co-ordination of human resources programmes both at the interagency and at the national levels. Members attributed this to the lack of resources as well as to the poor utilization of the little that was available. They conceded that it was necessary for the various interventions being made in the field of human resources to be co-ordinated through an appropriate machinery of government, which should be created if it did not as yet exist, or reinforced if it did, in order to control and re-orient the various interventions - from government ministries, NGOs, bi-lateral and multi-lateral donors and organizations of the United Nations system - towards national priorities and objectives.

24. One member requested ECA to provide information on the progress made in mobilizing additional resources in support of national programmes. A representative of the secretariat announced that ECA had intensified its efforts in this field through the strengthening of co-operation among agencies

of the UN as well as with multi-lateral donors. He cited the SAPAM project, which had been discussed and endorsed by the Technical Committee of Officials, as a good example of inter-agency co-operation for the delivery of human resources programmes in Africa. That project, he said, would mobilize over US\$50 million in support of administration and management development in African countries in the next five years. In addition, he said, a major initiative would soon be launched to co-ordinate inter-agency efforts in the field of human resources development in pursuance of the recommendations of The Khartoum Declaration.

VI. Date and Venue of Next Meeting

25. A representative of the secretariat pointed out to the Committee that its Terms of Reference required that it meets at least once between regular sessions of the Conference, which convenes every three years. He called upon the Committee to fix the date and venue of its next meeting.

26. Members of the Committee first spoke to the issue of frequency of meetings of the Committee. They agreed that in view of the seriousness of the problems of human resources in Africa and the imperative to accord highest priority to the development and utilization of human resources, the Committee meets every year to monitor progress and agree on new directions. In this respect, it was felt that meetings of the Committee could be convened alongside the ECA Conference of Ministers of Economic Planning. Not only would such an arrangement solve the problem of logistics, it would also keep the issue of human resources close to that of national development planning. It was decided that the Fourth Meeting of the Ministerial Follow-up Committee of Ten be held at

the time and venue of the ECA Conference of Ministers as would be decided in Niamey, Niger. The Egyptian delegation was of the view that an annual meeting of the committee would serve little useful purpose since time was needed to implement decisions and report thereon. The delegation was also of the view that the Committee be convened every two years. It therefore requested that its reservations on the meeting on an annual basis be recorded.

VII. Any Other Business

27. The member from Chad announced to the committee the organization, in N'Djamena, Republic of Chad, in December 1988, of an international conference to discuss that country's human resources problems which have been seriously aggravated by the war. He requested that an invitation to attend that conference be extended on behalf of his Government to all African Governments as well as to international organizations.

VIII. Adoption of the Report

28. The Committee considered and adopted its report with amendments.

IX. Closure of the Meeting

29. The Chairman thanked the Committee members and declared the meeting closed.

PART FOUR

REPORT OF
THE THIRD MEETING OF THE TECHNICAL PREPARATORY COMMITTEE
OF OFFICIALS OF THE CONFERENCE OF MINISTERS RESPONSIBLE FOR
HUMAN RESOURCES PLANNING, DEVELOPMENT AND UTILIZATION
(KHARTOUM, THE REPUBLIC OF THE SUDAN, 9-11 MARCH 1988)

I. ORGANIZATION AND ATTENDANCE

1. The Technical Preparatory Committee of Officials of the Third Meeting of the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization met from 9 to 11 March 1988 at the Friendship Hall, Khartoum, Sudan.

2. The meeting was attended by delegates from the following countries: Algeria, Benin, Botswana, Burkina Faso, Chad, Central African Republic, Congo, Djibouti, Egypt, Ethiopia, Gabon, The Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Morocco, Senegal, Sudan, Swaziland, Togo, Tunisia, Uganda, Zaire, Zambia and Zimbabwe.

3. United Nations agencies represented at the meeting were the FAO, ILO, WFP, HABITAT, UNIDO, WHO, UNFPA, UNDP, UNU AND UNESCO.

4. Observers from the following international, inter-governmental and regional organizations and institutions also attended the meeting: ADB, OAU, BADEA, American Federation of Labour, Institute of Social Studies.

II. OPENING OF THE MEETING

5. The Third meeting of the Technical Preparatory Committee of the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization was opened by H.E. Dr. Beshir Omer, Minister of Finance and Economic Planning of the Republic of the Sudan.

6. In his address to the meeting of experts, the Honourable Minister said that it was a pleasure for his country and the city of Khartoum to play host to such an important African gathering at which issues of African development were to be discussed. He said that Africa was still suffering from the effects of drought, desertification, food shortages, huge debts and the influx of refugees. All these problems underlined the importance of sound management of human and natural resources. He emphasized that sound management required the development of human resources in the different fields, including education and training. Such development, he pointed out should be oriented towards the benefit of the African people.

7. The Honourable Minister went on to say that during the International Conference on the Human Dimension of Africa's Economic Recovery and Development, which had preceded the Third Conference of Ministers Responsible for Human Resources, Africa had unanimously agreed on the importance of placing the human dimension at the centre of economic recovery and development of the region.

8. It was therefore pleasing, the Honourable Minister went on, to note that the experts were gathered to consider ways and means of developing human resources for the exploration and exploitation of Africa's natural resources for the benefit and general welfare of the African people.

9. In conclusion, the Minister welcomed all the participants on behalf of the Government of the Republic of the Sudan and invited them to feel free and discuss meaningfully the various issues contained in the agenda before them. He wanted them to take note of the fact that they were assembled

not only for the task of spreading friendship amongst the people of Africa, but above all they were there for strengthening intra-African co-operation and to make specific recommendations for the development and management of the African economies. He then declared the meeting open, and wished the delegates a happy stay in Khartoum.

10. In his opening remarks, the Executive Secretary of the ECA drew the attention of the meeting to recent developments which he said had major implications for the nature and scope of the Conference of Human Resources Planning, Development and Utilization and indeed its Technical Committee of Officials. In 1985, African governments had adopted Africa's Priority Programme for Economic Recovery, 1986-1990 (APPER). Governments had resolved and committed themselves therein to reverse the downward trend of social and economic conditions that were prevailing in Africa, and to lay a lasting foundation for the long-term development of the continent. Also, a special session of the United Nations General Assembly was convened in 1986 to consider the difficult economic conditions of Africa, out of which came the United Nations programme of Action for Africa's Economic Recovery and Development 1986-1990, (UN-PAAERD), which singled-out human resources development as one of the four areas for priority action. The International Conference on the Human Dimension of Africa's Economic Recovery and Development, which had just ended, placed special emphasis on the role which the planning, development and utilization of human resources plays in the recovery and development process.

11. Reminding the meeting that the last meeting of the Committee had expressed concern over the state of under-development and under-utilization of Africa's human resources, he stressed that a major task for the meeting

was to review progress made in improving the situation and to make recommendations on how best to plan, develop and utilize the vast human resources potentials available in Africa, to put them at the service of recovery and sustained long-term development.

12. He further stressed that there was still so much work to be accomplished in the area of human resources planning, development and utilization if the breakthrough called for by APPER and UN-PAAERD were to be achieved. The challenge of recovery and development was synonymous with the ability of member States to build a strong human resource base, to maintain, nurture and keep that base intact and to make it productive. There were no compromises on Africa's part but to have removed, those constraints that had retarded human resources planning and programming efforts over the years.

13. Consequently, he called on African policy-makers and human resources management technicians to come up with a clear articulation of human resources planning, development and utilization objectives, appropriate human resources management policy responses and adequate resource support and programmes for Africa's human resources development within the context of the development realities and objectives. This would require national human resources planning and programming machineries and processes that were adequately conceived, designed, developed and operated as integral parts of overall national economic and social development plans and strategies. These measures must be supported by the requisite administrative structures, systems and procedures that would improve public sector performance. He asserted that that was certainly not a new message and he urged the participants to ask themselves why progress in this regard had been slow.

14. The Committee was then called upon to review SAPAM with a view to conceptualizing and formulating well thought out plans and strategies that would ensure the success of its implementation in African countries.

15. The Executive Secretary reviewed the various issues that would come before the meeting and urged the Committee to address those issues with great seriousness and to come up with concrete and practicable recommendations to be considered by the Ministers' meeting. He concluded by saying that a good conference without appropriate follow-up amounts to a waste of resources and energies. A conference was successful only to the degree that its recommendations were implemented well after the closure of that conference. He therefore urged the Committee members not to regard their role at the Conference as a terminal one ending with the closure of the meeting, but one which ought to continue and to take on greater responsibilities well after the end of the Conference.

III. ELECTION OF OFFICERS

16. Sudan was elected Chairman. Senegal, Uganda and Togo were elected first, second and third Vice-Chairmen respectively. The Gambia was elected Rapporteur.

IV. ADOPTION OF AGENDA AND ORGANIZATION OF WORK

17. The meeting adopted its organization of work and the following agenda:

(i) Meeting of the Heads of Delegations

(ii) Opening of the Meeting

- (iii) Election of the Conference Bureau - a Chairman, three Vice-Chairmen and a Rapporteur
- (iv) Adoption of agenda and organization of work
- (v) Consideration of the Report on the Human Resources Requirements for Africa's Recovery and Development
- (vi) Consideration of Status Reports and New Policy Priorities and Options in the Planning, Development and Utilization of Human Resources
- (vii) Consideration of the 1988-1989 ECA Programme of Work and Priorities in the Field of Education and Training, Manpower and Employment Planning and Management
- (viii) Consideration of the Special Action Programme for Administration and Management in Africa (SAPAM)
- (ix) Any Other Business
- (x) Adoption of the Report
- (xi) Closure of the Meeting.

V. ACCOUNT OF PROCEEDINGS

Human Resources for Africa's Economic Recovery
and Development: An Overview (Agenda Item 5)

18. A representative of the secretariat presented document E/ECA/PAMM/HRP/TC/88/11 entitled Human Resources for Africa's Economic Recovery and Development: An Overview. The presentation highlighted the new priorities for recovery and development which were elaborated in two major regional and international programmes: Africa's Priority Programme for Economic Recovery 1986-1990 (APPER) and the United Nations Programme of action for African Economic Recovery and Development 1986-1990 (UNPAAERD). He noted that with the new orientation of the development strategies and the new priorities for recovery being pursued, there was an urgent need for those responsible for the planning, development and utilization of human resources, to also define, within the human resources development sector those priorities that would align the planning, development and utilization of human resources with the new objectives of recovery and development.

19. Such priorities must take into consideration that the planning of human resources must address itself to:

- (a) The build-up of capabilities and the search for workable strategies that would strengthen and widen the human resources base for development;
- (b) Working out the modalities for producing the manpower required for the implementation of the recovery programmes, especially in agriculture and in sectors supportive of agriculture;

- (c) The search for innovative ways of doing so with cost-effectiveness and in a timely manner, and
- (d) Ways and means of significantly reducing wastage of human resources.

20. To do so, he said, required that each African Government rededicate itself to the merits of manpower planning by evolving new policies and providing adequate resources to strengthen the manpower planning function. Planning institutions themselves must direct their attention to the skill needs of the informal and rural sectors since the transformation and modernization of these sectors must of necessity be skills-induced.

21. As concerns the development of human resources, the representative noted that the record over the last several years showed a dramatic slow-down in the growth of education. Increases in primary level enrolment dropped from 9.3 per cent per annum in 1975-80 to 2.9 per cent per annum during 1980-85. At the secondary level, the decline was from 13.9 per cent to 10.9 per cent per annum. Third-level education increases plummeted by 66 per cent between 1980 and 1985. Nearly all other indicators of quality in education registered a significant decline. He said that the economic crisis coupled with the new adjustment policies and their application to the education sector were largely responsible for this poor record in African education. The priorities for recovery and development in this field, therefore, should aim at:

- (a) Urgently reviewing all adjustment and other policies that result in cuts in allocations to the education sector, particularly higher education, while exploring the many other alternatives available to African Governments to increase revenue to sustain, if not increase, the momentum of growth of the education sector:

(b) Intensifying efforts to render education curricula and course offerings more relevant to the needs of the employment market, to recovery and to development;

(c) Searching for strategies for the rapid multiplication of skills so that millions more could be made literate and thus more productive and the skills support would be provided to the implementation of programmes of recovery and long-term development;

(d) The development among Africa's young, of positive attitudes towards the social good, and of love of self, community and nation, as well as the rebuilding of self-confidence and self-reliance.

22. African institutions of higher learning were also singled out as having important responsibilities in the search for answers to the questions of human resources development. They must reorient their teaching, learning and research programmes towards the needs of recovery and development and ensure that their activities led to the search for solutions to the problems of day-to-day living of the African and of rural communities in particular.

23. Addressing the issue of the utilization of human resources, the representative highlighted the dramatic declines in employment and productivity as being a strong indicator of inefficiencies in the utilization of human resources in Africa and called for a full implementation of APPER and UN-PAAERD for the employment, income-generation and poverty-reduction effects they would have on human resources.

24. The problems of educated unemployment and the brain drain were also reviewed with a call to all governments to urgently address these explosive issues whose persistence or aggravation would stand in the way of recovery and development.

25. Problems of managing the workforce were also raised. The ECA representative urged that the many demotivating factors within human resources management systems should be urgently identified and rooted out. He called for special measures to be instituted to enhance the productivity of the agricultural workforce, bearing in mind that it was on an increase of their productivity that all chances of recovery and development hinged.

26. The informal sector was singled out for special attention. Its invaluable contributions to the provision of jobs, incomes and training to millions of Africans were highlighted. Governments were urged to free the space to allow the informal sector entrepreneurs to act as more active agents in the recovery and development process.

27. Finally, the role of government institutions in increasing the effectiveness of planning, development and utilization of human resources was discussed. A more supportive role was called for from ministries which do not have a direct responsibility for human resources such as industry, health, local government, etc. so that they provide the necessary backstopping of the efforts of those ministries - education, labour, planning - that do have a direct responsibility. The latter should themselves re-orient their programmes and their perspectives to the new imperative of planning, developing and utilizing human resources for recovery and development.

28. In concluding, the ECA representative drew the attention of the Committee to the detailed recommendations made in the document and called upon the members to consider each one seriously within the context of the structural adjustment programmes, APPER and UN-PAAERD. He urged the committee to consider the recommendations for adoption.

29. In the discussion which followed, delegates congratulated the secretariat for the quality of the paper and expressed full support for the views expressed therein and endorsed the recommendations put forward to set human resources development, planning and utilization within the context of recovery and development. They also agreed to proceed with the deliberations using the issues raised in the paper as their point of reference.

30. Concern was, however, expressed over the lack of emphasis on the integration of women in national development; and as a major force in human resources development and utilization. Concern was also raised over the fast rate of population increase with its attendant problems of youth unemployment and the excessive demands on education which it implied. In this regard, countries ought to evolve appropriate population policies to ensure that the situation does not get out of hand.

31. It was pointed out that in many African countries today, the increase in the output of school leavers had produced a variety of social problems - crime, unemployment juvenile delinquency, drunkenness etc. It was, therefore, important that careful planning of education should take place, even though the region was short of qualified educational planners and curriculum specialists. Of great significance in this regard was the need to review curricula, instructional

methodologies and strategies to reflect current national concerns and economic and social realities. This was of particular importance considering that resources devoted to education were limited and therefore had to be utilized optimally. A related issue raised was the problem of refugees whose demands were not just food and shelter, but education and employment as well. It was important, therefore, that programmes and action should be initiated not only for their rehabilitation but also for their education, training and retraining to ensure that they too could contribute to the development of their host country.

32. It was clearly indicated that human resources planning should not be seen mainly as a mechanistic assessment and projection of demand and supply for different categories of manpower. It was necessary to examine the overall macro-economic policy framework. For example, the extent to which fiscal, monetary, wage, exchange rate policies and investment allocation policies impact on efforts to develop and utilize human resources in Africa, had to be taken into account. In this context, policies in Africa which had tended to be counter-productive needed radical revision. Fiscal and monetary policies tended to encourage the adoption of capital intensive technologies, projects and policies rather than those with high labour intensity. Exchange rate policies tended to encourage importation of foreign goods while discouraging domestic production and hence intensifying the unemployment problem. Investment allocation policies tended to concentrate on the selection of a few large projects which often led to the absorption of a limited number of workers. Accordingly, macro-economic policies must be aligned with the human resources development and utilization efforts.

33. It was felt that even if priorities were shifted in favour of human resources development, the chances were that

in the face of the current economic crisis, resources were likely to be very limited. In this regard, there had to be a very careful assessment of priorities to ensure maximum utilization of the available resources. There was a need to focus employment-generation policy measures on the stimulation of growth in the urban informal and rural sectors. These sectors had great potentials for serving as an important labour sponge through the recovery period and beyond since the prognosis was that the contraction of wage labour markets would not ease in the foreseeable future.

34. Human resources development efforts needed in particular to be focussed on target groups such as unemployed youth, and women workers in the rural areas. In this connexion, training for the sake of training could be unproductive. Secondly, to be more effective, those being trained, particularly the unemployed youth and women, must be given access to complementary production assets such as capital and land. Thirdly, human resources management systems ought to provide more incentives and inducements for self-employment, given the poor prospects for wage employment.

35. There was an equal need to pay greater attention to the problem of poor co-ordination between various ministries charged with the development and planning of human resources. There was a clear need for a better co-ordination of efforts and a clearer delineation of roles and responsibilities in order to improve prospects for a more efficient delivery of human resources planning, development and utilization programmes in Africa. It was also indicated that human resources planning and utilization was relevant to the solution of the problem of refugees which many African countries suffer from. A need for a comprehensive policy oriented towards the settlement of this problem was expressed. Such policies should take into account the need to build infrastructures for refugees as well as lay the foundation for their voluntary repatriation.

(ii) Consideration of Status Reports and New Policy
Priorities and Options for the Planning, Development
and Utilization of Human Resources (Agenda Item
6)

1. Education and Training

(a) Policies, Programmes and Practices for
Maximizing the use of Educational Resources

36. In presenting document E/ECA/PAMM/HRP/TC/88/2, an ECA representative reviewed educational policies, programmes and practices over the last decade, and explained how these had influenced the development of education and the effective utilization of educational resources in Africa. He identified a number of problems in respect of education development in Africa. These were problems associated with the disparities in education facilities between rural and urban areas; the supply and quality of teachers; lack of instructional facilities and materials, equipment and textbooks; and the problem of dealing with large numbers of school leavers and graduates without the appropriate skills, knowledge and attitudes in relation to productive activities operating at national level.

37. He pointed out some of the factors which had affected the development of education in Africa: the high cost of providing educational facilities and the high unit cost at the third-level; the dependence on the use of external resources; research that was not geared to solving national problems; the need for review of curriculum and course offerings; the need for quality improvement through staff development.

38. As regards resource utilization, the representative pointed out that many qualified candidates were not getting

admission to second and third-levels of education primarily because of the lack of instructional and residential facilities; the limited financial resources to education; and the inability of member states to relate intakes in education to manpower demand, labour markets and employment opportunities. In this last regard, he pointed out that in many African countries there was an apparent surplus of second and third-level outputs while there was a serious shortage of skilled and specialized manpower, particularly technicians, engineers, technologists, agronomists, and industrial cadres. To remedy the situation, action in many countries had been two-pronged: internal reforms in terms of curricula, instructional methods and techniques, training of teachers, and the search for innovative forms of education and alternative approaches to education development.

39. He expressed the view that there was an urgent need for member States to:

- (i) strengthen the development of sound education policies which would ensure that the education provided equips individuals with the right knowledge, skills and attitudes for a productive life;
- (ii) ensure that investments in education took into account the manpower supply and demand situation of a country and the possibilities of self employment and income-generation activities for those who could not be absorbed by the labour market;
- (iii) harmonize approaches to the development of education, and define priorities in training and research which did not seem to have been given the importance and priority they deserved in the light of the little funds made available for training and research; and

- (iv) institute measures which would seal off the many sources through which human and financial resources were lost e.g. the use of foreign experts/consultants and training abroad which often led to the brain drain or a drain on national reserves involving foreign exchange.

40. In the discussions that ensued, a number of questions were raised in respect of the development of education in Africa. First was the population issue. It was pointed out that Africa needed to develop sound population policies as a means of ensuring that adequate provisions were made for the education of the young.

41. The issue of research and development as well as of the development of science and technology was raised. It was felt that African countries could significantly strengthen their efforts in these areas by combining the pursuit of policies geared to the importation of appropriate technology with those aimed at developing endogenous ones. R & D Programmes in these fields should not lose sight of the need to come up with those technology choices that would be most favourable to labour.

42. The problem of the growing imbalance between education and employment was also raised. One major aggravating factor identified in this respect was the lack of reliable data on which to base planning decisions. In fact, there was a general inadequacy of long-range manpower analyses and forecasts to guide educational planning. There was, to say the least, little comprehensive educational planning because of the lack of data to do the job.

43. Another issue raised and discussed was that of social benefits or return: should the rates of return be measured in terms of the individual or the nation or society? Also closely linked to this was the issue of subsidy and their attendant benefits: should these two be measured in terms of the individual or society? The answers to these questions were still to be found.

44. The meeting also discussed the issue of educating and training nationals abroad. Little research had been done to assess the full implications of this on the search for relevance of skills to objective needs for development. It was pointed out that training and educating people overseas had been analysed as a major cause of the brain drain. It was important therefore, to seal off the leakage of trained and qualified personnel who had studied overseas. Another view was that there were benefits and merits in educating people overseas which ought not to be overlooked. Therefore, it was not necessary to foreclose over-seas studies in order to pre-empt an acceleration of the brain drain. Besides there were other factors which accounted for the brain drain, other than the fact that people were sent for studies abroad. Adverse social and economic conditions were among the prominent factors.

45. In conclusion, the meeting recommended that it was of paramount importance for all countries in Africa to uphold the principle of education for all; and the democratization of education. In this regard, more responsibility should be given to the local education authorities for the development of education. Secondly, because of the increasing number of refugees in Africa, it was necessary to provide education that would meet their needs and where necessary provide training and retraining programmes to fit them for a productive life in their country of refugee. There was thus an urgent

need to provide more resources for the development of education including the provision of instructional and residential facilities. Delegates emphasized the importance of linking human resources development with the need for a greater utilization of human resources.

(b) Non-Formal Education in African Development

46. An ECA representative presented document E/ECA/PAMM/HRP/TC/88/3 which dealt with the role of non-formal education in national development. He informed the meeting, that since development was concerned with satisfying basic human needs of individuals in society, it was necessary for the government and individuals to: (i) identify their needs and come up with the occupational classification of needs to ensure that non-formal education programmes being developed are tailored to the needs of their clients; (ii) identify existing resources and initiatives including available local leadership willing to promote the development of non-formal education programmes; and (iii) convince the clients of the contributions the envisaged programmes, would make to their welfare. He then analysed and gave examples of some of the well-known NFE programmes in Africa, such as the literacy campaign in Ethiopia, the NFE programmes in Tanzania, Cote d'Ivoire, Senegal, Burkina Faso, Malawi, Nigeria, Mali and Cameroon; the Village Polytechnics of Kenya, and the Brigades Movement in Botswana. The focus of all these programmes, he said, had been to provide (i) basic and general education to their clients; (ii) leadership and civic services (iii) artisanal and civic training and (iv) farming and agricultural training.

47. The representative pointed out that many of these programmes had not been very effective in responding to

national development needs because of a variety of reasons: the tendency to adopt blindly imported models of NFE programmes, and to launch expensive long-term programmes on the basis of external financing for the first part of the programme without adequate provision for subsequent financing when external finance was discontinued; the lack of effective coordination and collaboration among all those engaged in NFE programmes. These had contributed to the programmes' ineffectiveness.

48. It was argued, however, that in spite of these shortcomings of NFE, efforts should be made to establish and create institutional machineries for the organization and management of NFE programmes and ensure their effectiveness in national development. Secondly, since NFE programmes tend to have a low unit cost in their implementation, they could be made more economical if optional use were made of formal education facilities for NFE activities, supplemented by the use of radio and television. Thirdly, nonformal education could become more effective for developing knowledge, skills and attitudes for national development if curricula were reviewed and developed to reflect current national development concerns. Often the planning and development of NFE curricula had been piecemeal.

49. He concluded that since the demand for education in African countries continued to grow at an alarming rate, non-formal education would have to play a more important role if national governments were to contend with this demand. Action measures had to be instituted for the formulation and the implementation of clearly defined policies on national development planning and in particular on education and its planning. In this regard, the importance of NFE as an

instrument for developing knowledge, skills and attitudes for national development should be greatly enhanced. In addition, governments should adopt a sound development strategy for education to ensure that schools do not produce individuals steeped in theory and devoid of reality of the African situation. Hence emphasis should be placed on the development of skills for income generation and self-fulfilment.

50. Since financing was a major constraint on the development of education in general, strategies should be adopted which allow for income generation by institutions to ensure that some of their programmes could be self-financed. To this effect, third level institutions were particularly amenable to work/study programmes which could generate funds for the institutions.

51. In view of the foregoing, member States were urged to (a) review their education policies relative to non-formal education and its development; (b) assess the internal and external efficiency of non-formal education programmes i.e. their cost-effectiveness, and their social and economic benefits; and (c) regard non-formal education as an important complement and supplement of formal education in meeting the demand for education and in the development of knowledge, skills and attitudes for national development. In this regard, high priority should be accorded to its development and this should be reflected in the financial allotment made to it by national governments.

52. In the discussion which followed this presentation, it was pointed out by delegates that while resources allocated to non-formal education were very low, it should however be considered as a major complement to formal education. In effect, non-formal education should be seen as an

alternative approach to human resources development. To this end, therefore, it was important for African countries to strengthen the data base on which sound decisions could be made for the development of education, and also enhance its democratization.

(c) Integration of occupational testing career guidance and counselling into educational training and employment programme

53. Document E/ECA/PAMM/HRP/TC/88/4 was introduced by a representative of the ECA. He drew the meeting's attention to the technical, psychological and social factors which had precipitated disequilibrium in the stability of the individual in places of teaching, learning and work as well as family interaction. In global terms, he explained the prevailing dependency, apathy and despondency situation on the continent and what actions were needed to reestablish the required social and psychological equilibrium.

54. He stressed that there was a need to integrate guidance and counselling, occupational testing services into the education system and training and employment services. The growing complexity in the occupational and organizational structures of society had made it difficult for a person to assimilate and organize the data necessary to take a decision on the choice of education, career and employment. There had been a gradual shift from ascription criteria to achievement criteria concerning the allocation of positions, roles, functions, rights and duties in society. National concern with the need to develop all human talents was on the rise. With the introduction of new technology, the whole concept of learning and of the working life span of the future were different and the effect of technological changes upon each individual in the society had become dramatic.

55. Despite this need, there was evidence that guidance and counselling services had not yet been formalized in most countries and the use of psychological and occupational tests was largely unknown. Whatever efforts that were made were constrained by a number of problems: (i) the general fluctuation in funding of guidance and counselling programmes; (ii) a serious lack of and inadequate trained personnel to effectively deliver the services; (iii) inadequate communication links hampering the dissemination of information concerning training facilities and employment requirements to youth advisors, careers guidance teachers, etc; (iv) the scarcity of resource materials such as libraries, psychological tests, career pamphlets, guidance and counselling instructional materials (v) lack of developed indigenous psychological tests for individual appraisal and assessment; (iv) lack of policies and effective co-ordination of programmes at national level; and (vii) the limited resource base from which they have to operate.

56. The representative cited a number of country efforts and experiences in dealing with these problems. He underscored the need for the establishment of educational testing and guidance institutions at the highest possible level; the development of an occupational testing guidance and counselling system within the training development subsystem; and the establishment of guidance and counselling services in places of work to assist the work force in strengthening aptitudes, interests, personalities and career growth plans. He concluded by emphasizing the need for institutional capabilities to conduct research and develop a required data base and case materials, evaluation procedures and other related task development.

57. In the discussion which followed it was emphasized that the provision of guidance and counselling services was being

made difficult in many countries because of the lack of information, particularly as regards job opportunities. It was common knowledge that manpower surveys, labour market and employment prospects were not made available to school counsellors and guidance officers. As such, guidance was more theoretical than practical. This, however, should not undermine the importance of guidance and counselling services in schools and other education institutions.

(d) Staff Development Training Programmes in Africa

58. Turning to Training Development, the Secretariat introduced document E/ECA/PALM/HRP/TC/88/5 and explained that the reference point for the discussion was the Lagos Plan of Action and the Final Act of Lagos which called for comprehensive human resources policies within which a training policy was to be embodied. The Second frame of reference was the first and second sessions of the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization which recommended measures for strengthening institutional arrangements for greater effectiveness in the planning, development and utilization of human resources.

59. In suggesting a comprehensive and integrated approach to training, the secretariat explained that training development had to cover all aspects of human resources management. In this connection, the need was expressed for training development to marry theory with practice and establish an interface between teaching and the world of work. There was also a need to combine the cognitive, affective and psychomotor aspects of learning in structuring the required training development programmes. The need for a tripartite arrangement was stressed, involving the individual

who possessed and offered the resources for hire and used them for income generation, the employer who hired them for the generation of wealth and the government which regarded human resources as part of the national wealth for the generation of material and social wellbeing.

60. In elaborating the secretariat's efforts in the implementation of the provisions of LPA/FAL, as well as the first and second sessions of the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization, the secretariat explained that the focus had been on workshops for the development of machineries, the delineation of their functions, training policy analysis and formulation, the development of technical and managerial capabilities, the development of new ideas on the nature and scope of human resources and the refinement of indicators for the range of programmes required in the analysis and identification of human resources programmes.

61. The secretariat then recommended the following actions:

- (i) The establishment of a curriculum base that had the aforementioned balance as well as catering for not only those in the formal sector but also those in the informal and rural sectors;
- (ii) The formulation of a comprehensive training development policy that took into cognisance all the critical elements discussed above;

- (iii) The establishment of a training development cadre with a comprehensive career development training programme that took into account the provisions of schemes of service embodying mobility between training institutions and comparable educational institutions, a common salary structural and upward mobility that eliminated the present dead-end type arrangements;
- (iv) The establishment of alternative sources of funding such as the Industrial Training Levy;
- (v) Developing pre- and in-service training institutions and ensuring a complementarity between the various hierarchy of their respective programmes;
- (vi) Establishment and institutionalization of a system for testing, certification and accreditation for professional practice to the extent that such a system relates with and operates within a national examination, certification and accreditation council;
- (vii) The establishment and institutionalization of a schedule for the survey and identification of performance discrepancies in all sectors of the economy on the basis of which to develop tailor-made pre- and in-service training programmes;
- (viii) The establishment and institutionalization of training programmes for key sectors of the economy.

62. In the discussion which followed the presentation on training, a number of issues were raised. First, it was pointed out that while the paper had adequately covered the subject of training, it had not done so in respect of utilization of human resources nor did it reflect the difficulty associated with mobility of trained manpower and trainers at national level. At the same time, the deployment of manpower in the national economy was not well reflected.

63. It was felt that human resources utilization was a major issue to be considered along with training, for it was futile to train people if they were not to be effectively utilized. Already African employment markets were innundated with school leavers and university graduates who cannot find jobs.

64. It was however acknowledged that there were cases of university graduates with science degrees who could not easily get jobs without some form of training. In fact, employers preferred to engage graduates, or non-graduates who had actually undertaken a training course, who had thus acquired the necessary skills wanted by industry and other employers.

65. Another issue raised was that the informal sector ought to be considered as a major employment agency. As such school leavers should be prepared both in terms of knowledge, skills and attitudes for earning a living in the informal sector. In this regard, both formal and non-formal education should have productive activities incorporated in their programmes. The incorporation of such productive activities into education could be made more effective through the use of research findings undertaken in the informal sector and training and research in general.

66. The issue of external training, which was proving to be very expensive for many African countries, was raised.

The problem of foreign exchange encountered by African countries added to the issue of relevance was a factor that justified a review of policies on external training. There was every reason to encourage member States to develop their own capabilities in training and where need be, for encouraging sub-regional or regional co-operation in the training of African nationals.

67. Of greater significance in connexion with external training was the need and urgency to seal off channels of leakage of foreign exchange. This was a very difficult matter but one which needed immediate attention. On the other hand, there was no guarantee that those who went overseas for training would return home even if such persons had been bonded in their own countries.

68. It was the general feeling of the meeting, that first and foremost, African countries should develop national training capabilities and capacities and have such efforts supplemented by external training, not necessarily in Europe or America, but particularly within the African region on a sub-regional or regional basis.

(e) Programmes, Progress and Problems of the African Institute for Higher Technical Training and Research and the Sub-regional Graduate Schools of Management

69. A representative of the secretariat then introduced document E/ECA/PAMM/HRP/TC/88/6 entitled "Report on the Programmes, Progress and Problems of the African Institute for Higher Technical Training and Research and the Sub-regional Graduate Schools of Management". The creation of these institutions, he said, was called for through various commission resolutions adopted in the late 1970s. The African

Institute for Higher Technical Training and Research was set up to help Africa close the technology gap by training technologists, engineers and high-level technicians to levels where they would be effective in spearheading the industrialization process in Africa.

70. The Institute, he said, had ten multi-disciplinary centres of activity, and although still operating from its temporary headquarters in Nairobi and not yet fully operational in its long-term training and research activities, was delivering short-term training courses for all African countries. Measures had been taken with the financial support of UNDP to develop curricula and course lists for five centres of priority whereas work had commenced to erect the Institute's permanent site.

71. The major constraint facing the full development of the Institute was the still inadequate financial and other support from member States. African Governments were urged:

- (i) To accede to membership of the Institute by signing the Institute's constitution;
- (ii) To bring their financial support to bear on the rapid development of the Institute;
- (iii) To assist in meeting the staffing needs of the Institute;
- (iv) To support the activities of the Institute by participating more fully in the work of its policy organs and technical meetings.

72. Speaking on the Sub-regional Schools of Management, the representative pointed out that progress in fully

establishing these graduate schools had been slow. After the preliminary studies conducted and the meetings convened by ECA, attempts were made to establish the graduate school at the University of Nairobi for the countries of East and Southern Africa, and at Legon, Ghana for West Africa at the request of all member States concerned. Regrettably, these schools had not yet begun delivering the programmes envisaged. The countries of the North and Central Africa sub-regions had not as yet come to an agreement on whether or not the Schools should be established in the form in which they were proposed, or which country should host them.

73. Member States in each of the sub-regions were urged to revive their commitment to the Schools of management and to demonstrate this commitment in greater efforts on their part to fully operationalize the Sub-regional Graduate School for Management.

(f) Status, Mobilization, Administration and Utilization of Resources of the ECA Administered African Fellowship Programme

74. In introducing document E/ECA/PAMM/HRP/TC/88/7 a representative from the Secretariat gave an overview of the programme and reported on the status of resource mobilization and utilization of the African Expanded Fellowship Programme. The programme started in 1965 with the assistance of a few non-African donor governments and emerged with a number of African governments contributing to it. Between 1965 and 1983, over 1600 candidates received awards while 226 fellowships were offered from 1984 through 1987.

75. During the last four years, donor support for the programme dwindled both in terms of number of donors and number of offers. Member States' contribution to the programme

reached its lowest level during these years. The seriousness of this contraction was critically felt in the light of the persistent increase in the demand for training.

76. The meeting was informed of the various training activities undertaken by the ECA under this programme. Those identified were: (i) An attachement training for students of the United Nations Institute for Namibia; (ii) UN Council for Namibia Programme of Study in the Transport Sector; and (iii) Publication of a Training Information Notice Bulletin.

77. He then urged the Committee to make the objectives of the programme a reality by taking the necessary decisions and measures to increase member States support. He specifically called on member States Governments to enhance intra-African co-operation and self-reliance in the field of training by (i) offering on a regular basis, fellowships to candidates from other African countries for study in the institutions of higher learning in the host country; and (ii) making donations in cash to the programme which would be utilized to support training activities in critical areas of manpower development within Africa.

78. The participants emphasized the importance of ECA's Expanded Training and Fellowship Programme for Africa and the need to provide further support to it.

2. Manpower and Employment Planning

(g) Nature, Status and Scope of Manpower and Employment Planning Processes in Africa

79. An ECA representative presented document E/ECA/PAMM/HRP/TC/88/8 entitled "The Nature, Status and Scope of Manpower and Employment Planning Processes in Africa".

He informed the meeting that there was a growing need for building comprehensive human resources planning capabilities in Africa. Though a number of African governments had in the last five years, initiated commendable efforts towards improving the processes of manpower and employment planning, most of these efforts had been denied the required orientation, framework and support. As a direct implication, a host of long-standing problems which had constrained manpower and employment planning in Africa were being aggravated. These were problems associated with (i) data collection, processing and analysis; (ii) poor management and poor policy planning; (iii) ineffective linkages and co-ordination in the activities of the various organs responsible directly or indirectly for the planning and programming of manpower and its utilization, and (iv) technical inadequacies with respect to the application of the "state of the art", and to the derivation of a conclusive conceptual framework for human resources management within the African context.

80. The representative noted that the combined impact of the problems had created ineffective manpower and employment planning processes in Africa. It was also noted that most of the existing processes were limited by policies that were not only unclear, but were also not forceful enough on issues of efficiency and equity. The processes were equally limited by their lack of adequate capacity to deal with the issues of urban unemployment, wages, investments, educational facilities, and the size and living conditions of the labour force.

81. The picture with regards to the nature, status and scope of human resources planning and programming in Africa was an encouraging one. On the whole, the need for establishing appropriate institutional arrangements to administer the

processes seemed to have also begun to evolve in many African countries. In the light of this encouraging picture, and given the growing presence of a series of constraining factors, two conclusions were drawn. First, national, regional and subregional efforts which were being made at improving human resources in Africa would need to be increased particularly at the national level to broaden the scope and relevance of manpower and employment planning and programming.

82. To conclude, the representative made the following three specific suggestions which he said had far-reaching policy implications, and called on the meeting to review and take them into consideration when formulating their recommendation:

- (i) National and regional efforts made so far towards the establishment of the required institutional arrangements will have to be sustained and intensified;
- (ii) Specific policies with respect to manpower and employment planning and programming as well as to the strengthening of manpower management institutional structures, interrelationships and linkages within the aggregate development planning system, will have to be clearly stated and vigorously pursued;
- (iii) Steps will have to be taken to ensure managerial, professional and operational capabilities within the created institutions with emphasis placed on the specification of clear and measurable work programmes together with unit terms of references; the initiation of staff development and utilization policies and programmes; and the administration and periodic evaluation of such policies and programmes.

(h) Progress in the Areas of Employment Generation, Productivity Enhancement and Co-operation in the Use of High-Level Manpower

83. Document E/ECA/PAMM/HRP/TC/88/9 entitled Progress in the Areas of Employment Generation, Productivity Enhancement and Co-operation in the Use of High-Level Manpower was introduced. The presentation highlighted the fact that on account of the socio-economic crisis and the structural adjustment measures currently in place in most African countries very little, if any, progress had been made towards meeting the objectives of employment creation, the reduction of underemployment levels and improvement in the use of high-level manpower through, inter alia intra-African co-operation. Unemployment levels had increased dramatically; underemployment was still high and growing; real incomes had plummeted; educational expansion was on the decline; the number of refugees and displaced persons shot up and the brain drain picked up momentum.

84. While the implementation of APPER and UN-PAAERD would create many more opportunities for employment creation and the increase of productivity, particularly in the rural and informal sectors, the structural adjustment measures in force were militating against positive developments in efforts to improve on the utilization of human resources.

The following were proposed for consideration:

(i) Implementing APPER and UN-PAAERD

- (a) African countries should conceive policies and programmes to dampen the effects of structural

adjustment and stabilization measures on human resources while in no way jeopardizing the success of the recovery measures;

- (b) They must make a conscious effort to build into their recovery programme, elements that would promote the creation of employment and the reduction of underemployment in all sectors, otherwise recovery would be of little immediate benefit to Africa's labour force.

(ii) Mitigating the Effects of Structural Adjustment Programmes on Human Resources Utilization and Productivity

- (a) African Governments should endeavour to sustain the demand for labour at present levels or even increased it through a programme of employment subsidies, where employers could be paid a certain amount of money to retain workers or to hire more labour.

- (b) Public works schemes should also be considered as a means of providing gainful employment to the unemployed on a temporary basis.

(iii) Reversing the Brain Drain and Strengthening Co-operation in the Use of High-Level Manpower

- (a) African Governments should institute urgent measures to reverse the brain drain by providing more attractive monetary and other incentives to the continent's skilled men and women and by improving the working environment in order to enhance efficiency and greater productivity.

- (b) Education and training opportunities should be increased within the region so as to reduce or obviate the need for out-of-region education thus also reducing the chances of skill loss to the continent.
- (c) Governments should show a greater interest in participating in the Joint ECA/ICM Return of Skills Programme for Africa, for the promise it holds for assisting them in identifying highly qualified Africans in specialized fields for employment in key areas.

(iv) Strengthening Employment Planning Capabilities

- (a) An immediate change of attitudes to questions of employment, incomes and productivity is called for among development planners and policy-makers in order that employment creation would emerge more positively as an objective of overall development planning;
- (b) A permanent structure within government must be set up to monitor employment levels within industry, and generally enforce government policies on employment.

85. Issues raised during the discussion that followed were focused mainly on human resources utilization and the role of the Ministry of Labour. One delegate outlined a number of areas which were important for ensuring the effective utilization of human resources. First, there was a great need for communication and understanding between policy-makers and technicians so as to guide policy formulation and the

setting of programme priorities. Secondly, technicians had a much greater responsibility within the entire planning process, and this required that they be able to identify appropriate projects, determine priorities and monitor implementation of policies and programmes. Thirdly, equitable sharing of resources and a wider involvement and participation of manpower at all levels needed to be encouraged bearing in mind the need to revive the often neglected rural areas. Finally, programmes must be formulated to deal with the plight of workers made redundant as a consequence of the implementation of measures such as structural adjustment. In this respect, the question of choice of technology assumed a special importance in development investment especially if the latter were geared towards the attainment of employment generation objectives.

86. The other set of issues discussed related to the responsibility and role of the Ministry of Labour with respect to employment planning. One view expressed was that the employment planning function needed to be considered within the broader framework of development planning rather than being assigned exclusively to the functions of the Ministry of Labour. Another view held, felt that while this was the case, specific emphasis needed to be placed on strengthening the employment planning capabilities of the Ministry of Labour in member States and increasing the involvement of that Ministry at the highest possible level. They were at present too weak to perform the employment planning function. In any case, there was the need for Ministries of Labour to be significantly strengthened so as to be equipped to take on the employment planning function and orient their labour activities towards development. To enhance the effectiveness of the role of government institutions in the area of planning, development and utilization of human resources a

multi-dimensional and tripartite approach was recommended. To facilitate this approach, countries should establish national councils on human resources planning, development and utilization. These high-level councils should comprise the relevant ministries - education, labour, planning, finance, public service management, industry - employers' representatives and trade union organizations.

(iii) ECA's 1988-1989 Programme of Work and Priorities in the Field of Human Resources Planning, Development and Utilization (Agenda Item 6)

87. An ECA representative presented the document E/ECA/PAMM/TC/88/1. He indicated that the programmes were aimed generally at assisting member States in their development efforts. He informed the meeting of the regional advisory services available at the Secretariat, outlined the mechanisms through which member States could make their request for such services, and urged them to make the fullest use of the available services. The meeting's attention was further drawn to the ECA/ICM Return of Skills Programme for Africa designed to ease the brain drain problem by identifying qualified African experts in countries of the North and arranging their voluntary repatriation back to jobs in Africa.

88. During the discussions which followed, a number of issues were raised and a few clarifications sought. It was felt that efforts, should be made by the secretariat to incorporate, if it had not done so, disaster management in its work programmes. Assistance in the field of financial management to member States needed to go beyond the management of public funds to include the management of private funds. Training programmes for private and public financial managers would have to be mounted. The role of NGOs would have to be clearly taken into account.

89. Delegations noted with satisfaction ECA's assistance programme to ease the brain drain problem and ECA was urged to intensify its efforts in that direction. One delegate stressed that unless and until the adverse conditions which had led to the problems in the first place were improved, the problem of the brain drain could not be satisfactorily solved. Accordingly, the ECA was called upon to further assist member States in bringing about the required enabling environment. The ECA was also called upon to assist member States in their efforts to strengthen their public administration programmes and systems. Representatives of the ILO, UNESCO and the United Nations University informed the meeting of their programmes as they related to the ECA programmes and pledged their continued willingness for greater co-operation and collaboration with the ECA in implementing its programmes.

90. Two clarifications were sought. One related to the monitoring of and reporting of progress made in the implementation of The Khartoum Declaration between now and the next Conference. Would the reports to the next Conference include a progress report on The Khartoum Declaration? Why was sub-programme element "manpower and employment data bank and information system development" given "lower priority"?

91. In response, a representative of the secretariat agreed that the question of disaster management was a very importance one. He informed the meeting that already steps were being taken by the UN system to address it more positively, particularly by UNDRO. He referred to the recent joint efforts made by the ECA and other agencies on the organization of a scientific Round Table on the climatic situation and drought in Africa which dealt with the issue of disaster management. Regarding the issue of monitoring and reporting on The Khartoum Declaration, the meeting was informed that it was expected that the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization would consider, endorse and transmit the Declaration to the ECA

of Ministers which would in turn adopt it and transmit it to the United Nations General Assembly. ECA would monitor the follow-up of the implementation of the Declaration's recommendations. The need for an enabling environment was acknowledged and ECA was called upon to do whatever it could to sensitize member States in bringing about an improved environment. Finally, on the issue of priority, it was indicated that the reference was within the context of the United Nations resource allocation system and did not necessarily indicate the unimportance of data and information systems as the basis for planning.

(iv) The Special Action Programme for Administration and Management in Africa SAPAM (Agenda Item 7)

92. The Special Action Programme for Administration and Management in Africa (SAPAM) was presented by a representative of the ECA Secretariat. Focusing on the document which was prepared by an inter-agency task force (UNDP, ECA, DTCD and ILO), the ECA representative pointed out that SAPAM emerged out of the realization by African governments and the donor agencies that deficiencies in management had contributed in no small measure to the persistence of Africa's socio-economic crisis. SAPAM was indeed an integral part of the response to the crisis and a credible strategy in the concerted action towards recovery and self-sustained development.

93 In drawing up the proposals for managerial revitalization, the interagency task force carried out thorough desk studies on the status of African public administration, profited immensely from the lessons of experience in the implementation of technical assistance schemes in public administration in Africa, and sponsored field missions to assemble empirical and up-to-date data on contemporary problems of development administration. The outcome of these efforts was a

comprehensive survey of administrative and managerial problems. Among the constraints identified were those relating to the weaknesses in policy planning and implementation capacity, the dichotomy between planning and budgeting, poor organization of management information systems, structural/organizational defects as well as defects in personnel, financial and development management processes, and the inclination towards short-term structural adjustment reforms.

94. Through the provision of technical advisory and short- to medium-term consultancy services, and by fostering exchange of ideas and experiences, SAPAM sought to overcome the major obstacles to public service efficiency and effectiveness. It, (SAPAM), was based on a number of assumptions. First, it was expected to operate within the framework of APPER AND UN-PAAERD and concentrate attention on the priority sectors identified in the economic recovery and development programmes. Second, national governments would assume a central role both at the stage of needs identification and that of project implementation. Third the improvement of the capacity of the public (and private) sector was a long-term exercise. Thus, rather than look for quick solutions to administrative/managerial problems, SAPAM took a long-term and holistic view of administrative reform. Fourthly, only problems that were within the scope of administration (and fall within the domestic environment) would be tackled under SAPAM.

96. A number of priority activities had been identified. However, SAPAM's responsibilities for accomplishing the various programme objectives were divided among three groups of participants - the National Governments, the Regional Bodies, and the Donor Agencies.

97. The priorities at the national level include policy formulation and management, productivity enhancement, and human resource development (including the reactivation of management development institutions and their re-equipment for the task of economic recovery and development).

98. As part of the regional priorities, political endorsement of SAPAM, by ECA's Conference of Ministers Responsible for Human Resources Planning, Development and Utilization, was considered crucial. So also were activities directed toward the strengthening of regional and sub-regional training institutions and associations promoting exchange of experiences and cross fertilization of ideas, and assembling base-line data, on a regular basis, in respect of the changing situation in Africa's public administration and management.

98. At the level of the donors, the UNDP was expected to play the key role of increasing the awareness of the donor community about the usefulness of SAPAM, and the consequences of arbitrary reductions in the capacity of the public services. Based on the problems so far perceived, it was estimated that the sum of \$40 million would be required in the interim to finance projects under SAPAM. Overall, between \$250 million and \$400 million had been estimated for a ten year period.

99. The committee was called upon to consider the Programme, and to endorse it.

100. While the need to harmonize technical cooperation schemes in the field of public administration and management was stressed, the consensus was that SAPAM was a step in the right direction. Its merit lay not only in the fact that it addressed problems of the moment (particularly, the managerial and administrative problems that had to be tackled

as a condition for economic recovery), but also in the built-in mechanisms for the automatic transfer of implementation capacity from the donors to the beneficiaries. Accordingly the Conference unanimously, endorsed the Special Action Programme for Administration and Management in Africa, for implementation. A number of countries requested assistance under the programme, once it got established.

(v) Any Other Business

101. Under this agenda item no issue was raised on the floor. The Committee considered two draft resolutions on the Special Action Programme for Administration and Management in Africa SAPAM and the brain drain, adopted them with some amendments and decided to recommend them for adoption by the Ministerial Conference.

(vi) Adoption of the Report

102. The Committee considered its report and adopted it with some amendments.

(vii) Closure of the Meeting

103. The Chairman thanked the participants for their serious contributions to the deliberations and indicated that the various interventions were highly pertinent and to the point, reflecting a higher sense of duty and interest in the issues discussed. He referred to the meeting as being one of the more serious international meetings he had lately attended and expressed confidence that the recommendations and the Committee's report would be adopted by the Ministers. He urged the Committee members to adopt an optimistic approach in dealing with Africa's human resources crisis drawing on the spirit of the Khartoum Declaration. He finally thanked the Secretariat, the translators, the interpreters and all

RESOLUTION NO. 2

COMBATING THE BRAIN DRAIN FROM AFRICA

The Conference of Ministers Responsible for Human Resources Planning, Development and Utilization,

AWARE of the seriousness of the brain drain from the African economies in recent years, and of the added constraints this imposes on Africa's prospects for socio-economic recovery and development,

CONSCIOUS of the need to arrest and reverse this negative trend by instituting appropriate measures to encourage the voluntary return to and placement of skilled manpower in African countries,

APPRECIATIVE of the assistance provided in this regard by the international community, particularly the European Economic Community (EEC) and the Intergovernmental Committee for Migration (ICM),

AWARE that much more needs to be done to create those conditions that would encourage the voluntary return of skilled manpower to Africa,

1. **URGES** member States to institute measures for improving the working conditions and the political and socio-economic environment in their countries in order to attract and retain their skilled manpower;

2. **FURTHER URGES** African Governments to strengthen their co-operation for the exchange of African experts within the region;

3. **REQUESTS** the international community and donor organizations, particularly the EEC, to provide direct assistance to the "Return of Skills Programme for Africa", being administered by ECA in co-operation with African Governments;

4. **CALLS UPON** the Intergovernmental Committee for Migration (ICM) to intensify its support and increase the resources available to the Regional Programme of the "Return of Skills to Africa" operated through ECA within the regional framework set by African governments.

RESOLUTION NO. 3

**SUPPORT FOR THE UNITED NATIONS SPECIAL ACTION
PROGRAMME FOR ADMINISTRATION AND MANAGEMENT (SAPAM)**

The Conference of Ministers Responsible for Human Resources Planning, Development and Utilization,

CONSCIOUS of the central importance of administration and management effectiveness in Africa's socio-economic recovery and development process,

AWARE of the high priority accorded to the improvement of administrative and management capabilities by African Governments and their international development partners,

1. **COMMENDS** the initiative of the United Nations system, particularly ECA, UNDP and DTDC, with the support of African countries in formulating a Special Action programme for Administration and Management (SAPAM) for African countries and fully endorses SAPAM;

2. **URGES** donor countries and funding agencies, and the UNDP in particular, to make contributions for the effective and timely implementation of SAPAM;

3. **REQUESTS** the Executive Secretary of ECA to report on the progress made in the implementation of SAPAM to the annual meetings of the Ministerial Follow-up Committee of Ten as well as to the Fourth Conference of Ministers Responsible for Human Resources Planning, Development and Utilization.

RESOLUTION NO. 10(IX)*

**THE KHARTOUM DECLARATION: TOWARDS A HUMAN-FOCUSED
APPROACH TO SOCIO-ECONOMIC RECOVERY
AND DEVELOPMENT IN AFRICA**

The Conference of Ministers,

HAVING CONSIDERED the report of the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization at its third meeting held in Khartoum, Sudan from 9 to 13 March 1988, including its resolution on **THE KHARTOUM DECLARATION: TOWARDS A HUMAN-FOCUSED APPROACH TO SOCIO-ECONOMIC RECOVERY AND DEVELOPMENT IN AFRICA,**

CONVINCED of the need for urgent and concerted measures to be embarked upon at the national, subregional, regional and international levels to improve the human condition and sustain human resources development and utilization efforts through the period of recovery and beyond in Africa,

1. **ENDORSES THE KHARTOUM DECLARATION: TOWARDS A HUMAN-FOCUSED APPROACH TO SOCIO-ECONOMIC RECOVERY AND DEVELOPMENT IN AFRICA,**

2. **COMMENDS** the United Nations Inter-Agency Task Force on the Follow-up of Implementation of the UN-PAAERD at the regional level for having successfully convened the International Conference on the Human Dimension of Africa's Economic Recovery and Development,

* Adopted by the Fourteenth Meeting of the ECA Conference of Ministers, Niamey, Niger, 14-17 April 1988.

3. **EXPRESSES** its gratitude to the Government of the Republic of the Sudan for hosting the Conference so generously and in particular to His Excellency the Honourable Prime Minister of the Sudan for his patronage of the Conference,

4. **URGES** member States to implement the recommendations of **THE KHARTOUM DECLARATION** by making the human dimension an essential focus of their recovery and long-term development programmes,

5. **FURTHER URGES** international financial institutions, bilateral and multilateral donors, organizations of the United Nations System and non-governmental organizations, to implement urgently the recommendations contained in **THE KHARTOUM DECLARATION**, with a view to ensuring that concern for the human dimension is adequately reflected in their programmes of assistance to African countries,

6. **REQUESTS** the Secretary-General of the United Nations to transmit **THE KHARTOUM DECLARATION** to the Ad-hoc Committee of the Whole set up by the General Assembly of the United Nations to undertake the mid-term review of the implementation of the UN-PAAERD and, through it, to the forty-third session of the United Nations General Assembly,

7. **URGES** the Secretary-General of the United Nations to institute the necessary actions required for mobilizing the entire United Nations System and the international community in support of the implementation of the recommendations of **THE KHARTOUM DECLARATION**,

8. **CALLS UPON** the United Nations Inter-Agency Task Force to intensify its efforts aimed at the further strengthening of co-operation between agencies of the United Nations System in search for solutions to Africa's problems of human development within the context of recovery and long-term development,

9. **REQUESTS** the Executive Secretary of ECA to disseminate **THE KHARTOUM DECLARATION** as widely as possible, particularly to member States, all United Nations agencies and organizations, donor countries and organizations, regional and subregional organizations and NGOs, institutions of higher learning and manpower development institutions in Africa,

10. **FURTHER REQUESTS** the Executive Secretary of ECA and Chairman of the Inter-Agency Task Force to follow-up, co-ordinate and monitor the implementation of the recommendations of **THE KHARTOUM DECLARATION** and to present a report to the fifteenth meeting of the ECA Conference of Ministers on progress in the implementation of **THE KHARTOUM DECLARATION**.