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**UNITED NATIONS
ECONOMIC COMMISSION FOR AFRICA**

**A
REGIONAL PROGRAMME FOR THE
EXCHANGE OF AFRICAN EXPERTS**

**PROJECT DOCUMENT
FOR EEC FINANCING
1993-1997**

Summary
PHSD'S Project Proposal
for EEC Financing

1. The Public Administration, Human Resources and Social Development Division of the United Nations Economic Commission for Africa proposes this project which aims at arresting the outflow of highly qualified and skilled African manpower towards the industrialized countries, particularly to Europe and North America. The main objective of this project is to pre-empt the out-migration of skilled manpower from the region by presenting local opportunities to those who would otherwise migrate to practice their professions.
2. The project is designed to implement a set of measures which would help arrest the "brain drain", rectify trained manpower supply imbalances and, in general, assist African countries mitigate their shortages of skilled manpower. The project also makes for the exchange and sharing of expertise and skilled manpower among African countries. Such an exchange is intended to obviate the need for out-of-region experts, which would otherwise have to be employed at remuneration levels which African countries can ill-afford.
3. A key focus of the project will be assessing perceivable surpluses and shortages of middle- and high-level manpower in African countries with a view to identifying placement opportunities within Africa for skilled Africans so that manpower deficiency in one region could be offset by relative abundance from other regions. Highly qualified and skilled national candidates available for recruitment under the programme will also be identified. A summary of their curriculum vitae will be given wide circulation to prospective employers in African countries for their consideration, and in this way, it is hoped to encourage intra-African co-operation in the use of skilled manpower as well participate in the reduction of unemployment in African countries.
4. The proposed project complements the Joint ECA/IOM Return of Skills Programme for Africa (RESPA), attached herewith for reference, which receives financial support from the European Economic Community and the Government of the United States. While the main aim of this latter programme is to ensure the selective return of qualified Africans from developed countries back to Africa, the present project, on the other hand, addresses itself to the process of encouraging regional cooperation and integration between African Member States. Such exchange programmes, it is hoped, will also help to address the needs of those experts keen on

emigrating to other countries, so that this migration will be within the context of Africa itself and will not represent a brain drain from the region.

5. ECA will be the focal point for the Project, serving as clearing house on candidates and vacancies and effecting liaison work between prospective employer and expert. It will be responsible for administering the Programme and for monitoring and evaluating its achievements. It will also act as the Programme's fund-raiser with responsibility for disbursing and accounting for programme funds.

6. The programmes activities will be undertaken in conjunction with African countries interested in participating in the project. Each participating government will be requested to designate a senior official to serve as a liaison officer between the focal point for the project (ECA) and his government. The liaison officer will coordinate and collaborate with ECA in identifying vacant positions in the home country from where he is designated. He or she will also be responsible for overseeing the settling-in phase of the recruits.

7. The programme will also provide the experts a combination of incentives which would modestly address the professional requirements of the expert and facilitate a smooth reintegration in the socio-economic structure of the receiving country. The benefits, consisting of travel expenses and reintegration allowance will be paid to the experts, on a case by case basis, in addition to what they get from their contractual arrangements with the prospective employers. It is believed that the reintegration allowance would permit the expert to adjust to the cost of living in the receiving country and to purchase goods and/or appliances not available at home.

8. To carry out the above objectives, ECA needs the following personnel: (1) 1 Project Co-ordinator at L3 level; and (2) 1 Research Assistant.

9. The estimated cost of the total project is US\$ 5,500,000 million. The amount of US \$4,151,668 is the cost for the placement and integration of 1000 experts from 1993 to 1997 at the average rate of US\$ 3,400 per candidate. The remaining sum of US\$ 1,092,525 is the administrative cost of the project (see attached budget).

PART 1.

BACKGROUND AND JUSTIFICATION

DEVELOPMENT PROBLEM

10. A major development problem in Africa is the shortage of qualified middle- and high-level personnel in scientific, technical and managerial categories. A great number of African countries are affected by the outflow of their meagre skilled human resources to industrialized countries particularly, to Europe and North America. The fall in real earnings,^{1/} inadequate work facilities, and increasing political turmoil and unrest in a large number of the African states have compelled the migrants to sell their knowledge and know-how in other countries where conditions are felt to be much better than what prevails in Africa. The number of qualified African nationals residing and working in western countries is presently quite considerable. On the basis of its own study, UNCTAD reported that between 1960 and 1975, about "27,000 high-level Africans left the continent for the West. Between 1975 and 1984, this number increased to about 40,000 and then almost doubled by 1987, representing 30 per cent of the highly skilled manpower stock".^{2/} A survey conducted by the U.S. Labour Department in 1980 states that as many as one-third of all foreign students entering the U.S. on student visas remain in the country after completion of studies.

11. The ILO's review of migration trends in several countries further reports that as at 1984, approximately 0.5 million highly skilled Sudanese were working outside Africa, and if the trend continued, roughly two-thirds of Sudan's technical and professional personnel would have departed by 1985. Egypt, another victim of a massive brain drain has between one and two million of its citizens working abroad. In West Africa, Ghana, Sierra Leone, and recently Nigeria, have also lost increasing numbers of highly trained professionals to other countries.^{3/}

12. According to a more recent report, the number of African migrants in the European Community could be estimated at 4,500,000 in 1973; at 7,700,000 in 1983; and about 12,000,000 in 1991. In 1988, 1989, and 1990, the number of asylum seekers was 156,000,

^{1/}The 1990 African Employment Report by JASPA estimates that real incomes have been falling at an average annual rate of 10 per cent since 1980.

^{2/} ECA, "An enabling environment to retain Africa's high-level manpower", document ECA/ICHD/88/33, March 1988, p.1.

^{3/}ILO, *ILO Information*, African Supplement, No. 1, 1984.

214,000 and 312,500 respectively.^{4/} Those entering the Community illegally and whose number is unknown are not included in these figures. However, these estimates exceed the number of the population of many African Member States. While these figures may be questionable, the failure of even a small number of skilled manpower to return home has serious implications for the sending countries.

13. Such an outward flow, coupled with the non-return of highly trained graduates who are studying abroad, has been a source of concern for many countries. Unfortunately, this trend is expected to increase in the 1990s as a result of the persistent economic and social crises, unemployment, under-employment as well as imbalances between the available resources and the population. Consequently, African countries will be deprived of the contribution that their qualified nationals could make in the implementation of national, regional or inter-regional development plans and the attainment of development objectives. They will also be deprived of the returns on the substantial investments they made on their nationals through education, training and the general provision of social services.

14. Even more disturbing perhaps is the continuous dependency of African countries on very expensive foreign expertise. Tens of thousands of these out-of-region experts are today engaged in development projects in all sectors of the African economies - government, the state-owned enterprises, the private sector, when a large pool of distinguished African professionals are in principle available in industrialized countries. This situation, combined with the increasing trend in the out-migration of Africa's skilled manpower will deprive Africa of its vital development resources and make it more heavily dependant on foreign expertise. As a result, further strains will be placed on the region's prospects for achieving socio-economic recovery and accelerated development.

^{4/}Report of the Secretary-General on the Development in the Situation of African Immigrant Workers in the Face of the European Community of 1993, (LC/6 (XV)) OAU Labour Commission, Fifteenth Ordinary Session, 11-16 May, 1992, Addis Ababa, Ethiopia.

BACKGROUND

15. To forestall such an eventuality, as far back as 1973, the summit of Heads of State and Government of the Organization of African Unity (OAU) adopted the African Declaration on Cooperation, Development and Economic Independence which, with regard to cooperation in the utilization of human resources, undertook to:

- (a) "facilitate the free movement of persons essential for the exchange of ideas and economic integration and give priority to cooperation in the exchange of professional manpower...";
- (b) "take appropriate measures to put an end to the brain-drain in Africa and to prompt qualified Africans living abroad to return, with a view to the rapid phasing out of technical assistance from outside Africa."

16. To this end, the Heads of State and Government called for the establishment of an Intra-African Technical Cooperation Bureau whose functions should include:

- (a) "enabling African countries with a sufficiency of skilled personnel to make this available to other African countries needing the services of such personnel;
- (b) "giving africans the possibility of further developing their expertise by tackling problems in other African host countries; and
- (c) "fostering the spirit of cooperation and solidarity among African countries."

17. Further, the Heads of State and Government of the Organization of African Unity agreed that measures to arrest the brain-drain should be one of the areas of priority action when they adopted Africa's Priority Programme for Economic Recovery, 1986-1990 (APPER). This was supported by the international community in the United Nations Programme of Action for African Economic Recovery and Development, 1986-1990 (UN-PAAERD). The International Conference on the Human Dimension of Africa's Economic Recovery and Development, which took place in Khartoum, Sudan, in March 1988 noting the huge loss which Africa sustained as a result of the brain drain, urged African Governments to participate fully in ECA's Return of Skills Programme.

18. The third meeting of the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization, held in Khartoum, in its Resolution 2 urged African Governments "to strengthen their cooperation for the exchange of African Experts within the region". The fourth meeting of the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization, held in Addis Ababa, in Resolution 1/91, once again, called upon the Executive Secretary of the ECA and IOM to contribute resources and to urgently implement the Regional Programme for the Exchange of Experts.

19. The brain-drain and its effects have been recognized at national and international levels and various measures have been advocated to reduce it somewhat. The UN Economic Commission for Africa, the International Labour Organization, the United Nations Conference on Trade and Development and a number of other international organizations have called the attention of policy makers to the deteriorating human resources situation in Africa and to the dangers which this poses to the continent's development.

20. UNECA has, since 1983, responded to the call to put in place measures for reversing the brain-drain by implementing the Joint ECA/IOM Return of Skills Programme for Africa (RESPA) funded by the Geneva-based International Organization for Migration (IOM). RESPA aims at reversing the brain-drain through a selective return of skilled African nationals living and working in developed countries. Since it became operational in 1985, it has proved that it has great potentials to contributing to the alleviation of the problems of the brain-drain in Africa. It has managed to return from developed countries to Africa, many hundreds of African nationals with various skills and qualifications such as engineers, doctors, agronomists, teachers and other specialists.

JUSTIFICATION

21. Given the magnitude and the increasing trend of the brain-drain in Africa, other measures need to be developed along with RESPA, to retain within the continent a good number of qualified Africans who, because of lack of job opportunities in the continent would emigrate to other regions of the world. Most involved in the brain drain - as supported by studies on the brain-drain - would rather remain and work in African countries than migrate to countries of the North if appropriate employment opportunities were offered to them. Those who seek

employment in other regions do so only as a last resort, either because their search for employment within the continent has failed or because of uncertainties about their chances in alternate employment markets within the region. It is also based on the fact that remuneration in the home region is usually starkly low. In short, economic considerations assume primacy over migration. Also, the pattern of skill shortages is not the same in all countries of the region. Some countries are better endowed in one or more skill areas while others may be experiencing acute shortages of manpower in the same areas.

22. Furthermore, Africa can no longer afford to remain unconcerned about the plight of its meagre human resources in the face of the recent European Community Agreements and Conventions (The Community Treaty, the Schengen Convention, the Dublin Convention and the Trevi Convention) aimed at halting the influx of migrant workers from third countries including Africa. The agreements which confirm and re-inforce decisions taken by each Member State, are of concern directly or indirectly to all African States bound to this Community by the recent Lome IV convention. In view of the economic and social situation of the European countries the demand for foreign manpower is not envisaged in the near future and, with the opening up of countries of the Eastern bloc, Member States of the Community now have within their reach, a large pool of skilled manpower prepared to migrate. It is but obvious that migrants from the African continent will be subject to more stringent control.

23. The Heads of State and Government of the OAU expressed their concern over these agreements during their Conference in Abuja from June 3-5, 1991 and in The Abuja Treaty Establishing the African Economic Community urged African states to:

- (a) take appropriate measures to stop the brain-drain from Africa and to encourage the return of qualified professionals and skilled manpower to their countries of origin;
- (b) improve their information and recruitment services in order to facilitate, in particular, the search for, and the recruitment of African experts; and
- (c) adopt employment policies that allow the free movement of persons within the Community by strengthening and establishing labour exchanges aimed at facilitating the employment of available skilled manpower of one Member State in other Member States where there are shortages of skilled manpower.

PART II.
PHSD'S STRATEGY FOR REDRESSING BRAIN DRAIN
PROBLEMS IN THE REGION

24. Based on the observations outlined above and drawing its justification from the Resolutions as well as the Declaration of the OAU Heads of State and Government, this proposed project will:

- (a) Retain the scarce human resources within the continent to play their part in the development process;
- (b) Develop a spirit of cooperation among African countries in the utilization of the region's middle- and high-level qualified nationals;
- (c) Reduce Africa's excessive dependence on foreign expertise; and
- (d) Ensure that greater returns are realized on the significant investments made on indigenous human resources over the years by African Governments.

25. The project aims at providing assistance for the placement and reintegration of 1,000 skilled Africans, over a five-year period, from 1993 to 1997, at an average of 200 per year.

26. Although the programme will in due course, endeavour to address all areas of need, it will, in the initial years, concentrate on removing shortages in the following skill categories:

- (a) Secondary school teachers;
- (b) Teachers for tertiary-level educational institutions;
- (c) Medical and health personnel;
- (d) Management personnel; and
- (e) Scientific and technical experts (particularly for agriculture).

27. Prospective employers will be expected to pay full salaries, allowances and benefits to those they employ through the programme at the current local rate. In addition, they will be encouraged, as practicable, to provide housing or a housing allowance to each regional exchange

expert. Employment should be minimally stable and as such should be not less than two years. An adequate notice period should be given in case separation of any recruit is contemplated. It should be ensured that established norms of employment would also apply to the exchange candidates.

28. To buttress this programme and to ensure its attractiveness and workability, ECA will assist by providing additionally direct support to the candidate consisting of the following:

- (i) Travel expenses from the place of residence to the place of recruitment (one way) for the candidate and two of his/her direct dependents;
- (ii) Salary supplement of upto US\$ 1,200 depending on the salary levels applicable in each African country;
- iii) A bonus of \$US 100 to liaison officers for each candidate they succeed in placing.

29. The estimated annual cost of placement for one candidate will be as follows:

	<u>ITEM</u>	<u>US\$</u>	<u>TOTAL</u>
(i)	Travel	700 X 3	2,100
(ii)	Salary supplement		1,200
(iii)	Bonus	100 X 1	100
	Estimated Cost per placement		3,400

30. The Project will be based in the Public Administration, Human Resources and Social Development Division of the ECA Secretariat. The Director of the Division will have overall responsibility for the implementation of the project. The Project Co-ordinator will have direct responsibility for coordinating and implementing the project components under the guidance of

the Director of the Division. In addition, the programme liaison officers nominated by each participating country will be subsumed as collaborators in the implementation of the project.

31. The Technical Cooperation Department of ECA will oversee the timely implementation of the various project initiatives including project reporting on financial disbursements and outputs delivery.

32. The Project Coordinator will be responsible for developing and distributing to all concerned a yearly report concerning the progress and achievement of the project. The Project Coordinator will also prepare accounts on the use of donor funds for the concerned donor in accordance with their reporting requirements.

PART III.

OBJECTIVES OF THE PROGRAMME

DEVELOPMENT OBJECTIVE

33. The long-term objective of this project will be to assist African countries to mitigate the skill shortages that constrain their development, to ease the burden of having to contend with high and growing numbers of educated unemployed/underemployed within their economies and to develop a regional framework designed to arrest the outflow of skilled manpower and to reverse the brain-drain.

IMMEDIATE OBJECTIVES

34. The immediate objectives of the project are as follows:

- (a) To identify middle and high level manpower requirements in the African countries in cooperation with government entities responsible for planning, education and human resources, universities and other educational and research institutions, and the public and private sector;
- (b) To promote a greater utilization of available African expertise to fill key vacancies anywhere within the continent;
- (c) To promote and sustain programme awareness efforts in cooperation with participating countries to effectively enlarge the range of potential employers and available experts.
- (d) To institute regular surveys of migration patterns, reintegration schemes, national manpower needs, performances and outputs on the job to assess impact of project at the employer/institution and national levels; and
- (e) To mobilize additional resources for increasing the reintegration allowance as well as assisting a larger number of experts.

PROGRAMME OUTPUTS AND INPUTS

35. Immediate Objective 1

Identify manpower requirements in the region.

Output 1.1

Classify vacant posts of potential interest to the prospective regional expert.

Inputs 1.1

- 1.1.1 Contact employment recipients (government institutions, universities, private enterprises, etc.);
- 1.1.2 Inventory and publish the available vacancies;
- 1.1.3 Distribute the vacancies to various target points accessible to interested applicants;

Immediate Objective 2

Promote the exchange of available African expertise.

Output 2.1

Identify available African high-level manpower.

Inputs 2.1

- 2.1.1 Canvass target points to identify and enthuse the available high-level manpower;
- 2.1.2 Collate and publish the available high-level manpower;
- 2.1.3 Make known the available manpower to the potential recipients;
- 2.1.4 Match the candidates to the available vacancies and effect the placement. This requires:
 - i. Screening available experts and ascertaining their suitability for the vacancies;
 - ii. Processing the employment phase;
 - iii. Ensuring adequacy of terms of employment and acceptability;
 - iv. Providing the incentive financial assistance to the candidates.

Immediate Objective 3

Continue to promote programme awareness.

Output 3.1

Increase programme awareness.

Inputs 3.1

- 3.1.1 Give wide publicity through publications, newsletters, as feasible through the media, of the availability of regional-based experts and job opportunities in the region;
- 3.1.2 Update constantly the inventories of job vacancies and prospective applicants.

Immediate Objective 4

Determine impact of the project.

Output 4.1

Assess impact of project.

Inputs 4.1

- 4.1.1 Conduct periodic surveys to determine impact in terms of numbers of cases assisted, sectors of employment, educational/skills level of experts, etc.;
- 4.1.2 Prepare reports encompassing the above statistical evaluation;
- 4.1.3 Prepare annual project progress report;
- 4.1.4 Dispatch report to those concerned.

Immediate Objective 5

Mobilize additional resources.

Output 5.1

Obtain additional resources.

Inputs 5.1

Contact various donors to procure additional resources.

**BREAKDOWN OF THE PROJECT BUDGET (IN US DOLLARS) FOR THE
PERIOD 1993 - 1997**

ACTIVITY	EXPENDITURE	1993	1994	1995	1996	1997
Placement and Integration of experts	200 Experts 200 Experts 200 Experts 200 Experts 200 Experts	680,000	748,000	822,800	905,080	995,588
Administrative support	1 Research Assistant (at G3 Level) 1 Project Coordinator (L3) Salary Travel for assessment of impact of Project:	14,032 95,000 3,000 3,000	14,777 95,000 3,000 3,000	15,522 95,000 3,000 3,000	16,267 95,000 3,000 3,000	17,012 95,000 3,000 3,000
Equipment	1 Fax Machine, 1 386, 80 mb computer with laser printer, software, and one photocopier	45,000				
Publication costs	Reports, surveys, brochures, publications, etc.	10,000	12,000	14,000	16,000	18,000
Sundries	Stationary, letters, (phone/ telexes/faxes)	7,000	9,000	11,000	13,000	15,000
SUB-TOTALS		857,032.00	884,777.00	964,322.00	1,051,347	1,146,600.00
ECA 13% OVERHEADS		111,414.00	115,021.00	125,361.00	136,675.00	149,058.00
ANNUAL TOTALS GRAND TOTAL	5,541,607	968,446.00	999,798.00	1,089,683	1,188,022.	1,295,658