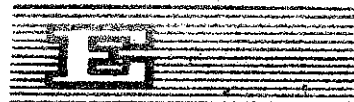




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ECONOMIC COMMISSION FOR AFRICA

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Ministers responsible for Human  
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and Utilization

Monrovia (Liberia), 5-8 October 1981

**CONSTRAINTS AND PROGRAMME STRATEGIES FOR EFFECTIVE  
TRAINING AND CAREER DEVELOPMENT FUNCTION**

## 1. Introduction

1.1 This paper is to be seen in relation with the education and training sub-programme in the Medium Term Plan 1984-89, the Programme of Work and Priorities 1980-81, 1982-83 and the subsequent project document - The Development of Training and Employee Career Planning Capacity and Capability in Africa. All these attempt to articulate related problems and constraints as well as proposed strategies and activities in the implementation of the Human Resources development sector in the Lagos Plan of Action.

1.2 The concern is much less with repeating the widely acknowledged 1/ shortages of skills in all sectors of national economies, but more with the presentation of global issues emanating from the weakness in the calibre of the present stock of manpower, subsequent to which an analysis of training and career development sub-system is undertaken to highlight deficiencies therein and indicate measures to be considered for making it more efficient and cost effective.

1.3 In the course of the discussion an attempt will be made to set the framework by clarifying crucial concepts which are of interest to human resources developers as well as explaining the nature and scope of human resources development and its place in socio-economic development; and in particular, enhancing productivity and development. A set of premises is advanced to reinforce the argument for placing emphasis and high priority on human resources development. In another context, global issues and problems as indicators of the region's under-development are highlighted to develop trainers' meaning of "development" and justify the case for systematic review of the training and career development function as a basis for making it a true instrument for developing "development agents".

1.4 In reviewing the sub-system, the relationship between education and training are restated, the mission and function of training and career guidance are highlighted with problem areas, issues and constraints at each phase of the training process identified. The various responses to these issues and points for new direction starting with the establishment of appropriate policy, administrative, staffing, funding and data infra-structure will be indicated for consideration.

## 2. Nature and Scope of Human Resources Development

2.1 If it is acknowledged "that manpower is a vital economic resource" while employment - be it for self or others - is the source of income and status," then the force behind any "work well done" must be of paramount importance. And if this "workforce" is taken to be physical and mental well being, knowledge (intellectual), skill (psychomotor) and attitudinal (affective) propensities then such means for nurturing them as physical and mental health, education and training as well as nutrition programmes must constitute the essence of human "resource" - planning and development.

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1/ These have been highlighted in Annex IIA and B of the Conference paper on Guidelines to the Implementation of the Human Resources Development Programme.

2.2 Human resources development as "an effort to enlarge upon (the attributes which are the force behind) the productiveness of people" must therefore include all aspects of health (in terms of ensuring physical and mental well-being), education and training (in terms of developing intellectual, manipulative skills and attitudinal (affective) propensities) as well as the provision or development of such other elements that could affect the social, personal and economic productivity of people <sup>1/</sup>. Such elements include working tools and materials, financial inputs, administrative capacity and capability as well as conducive administrative climate, housing, food sufficiency, transportation to and from work. They also include the way potentially productive people are:

2.2.1 Identified, attracted and mobilized for the employment market.

2.2.2 Recruited and after their innate resources (physical and mental well being as well as their knowledge, skills and attitudinal disposition) have been matched with job requirements are not only effectively used in productive ways but also in creating their productivity.

2.2.3 Retained and continuously motivated through such arrangements as rewards of income, status and feeling of self-worth, car or house and mortgage loans plus other allowances, career prospects and guaranteed tenure, etc.

2.2.4 Managed and provided with essential inputs of finance, materials and operate within a conducive administrative climate.

2.2.5 Updated for sustained productivity.

2.3 In this respect administrative capacity and capability in planning for and judicious use of people/finance/material/administrative capacity and capability mix must not only attract the attention of human resources developers but constitute vital areas of interest if these physical, emotional and intellectual "products" of human resources development process are to be as effective and efficient; otherwise, however potent the physical and mental well being, the intellectual, manipulative skills and affective resources might be, all these inputs into developmental efforts would be nullified without conducive administrative capacity and capability as well as adequate and well managed materials and financial inputs.

2.4 Like other extractive sectors where after heavy investment in financial, materials and administrative capacity and capability, goods and services of all sorts are extracted to enhance the good life: human "resources" development particularly training should equally be seen as an extractive process where financial materials and administrative propensity are invested for the extraction of **physical and mental well-being**, intellectual, manipulative skills and motivational resources to enhance the development process.

2.5 Human resources development through its extractive process of education and training as well as health and nutrition programmes seeks to identify and nurture these attributes in order to ensure the "employability" and guarantee the productive use of people in creating their productivity. The attributes are

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<sup>1/</sup> In developing this argument extensive use has been made of Manpower Planning for Local Labour Markets by Garth Mangum & David Snedeker; Olympus Publishing Company, 1974.

as much the agent and object of human resources development as they would dictate the terms and how soon the Lagos Plan of Action is to be implemented at national level on a self-reliant basis as called for.

### 3. Contextual framework

3.1 The preceding discussion goes to reinforce the premise that African economic development such as that called for in the Lagos Plan of Action is a function of African human resources as well as its natural resources endowment, its capital (financial and procured materials) investment, and effective administrative and management capacity and capability. Similarly, and in more definitive terms, development is a function of intellectual, observable and behavioral skill performance, emotional, (affective) physical and mental well-being of a people and the way these are used to deal with day to day problems that occur in the course of living.

3.2 In this context, development is taken to mean "the rate at which problem solving capacity is increasing or decreasing": in other words, the process or steps by which problems such as those to which the Lagos Plan of Action is addressed are identified, needs articulated (not imagined or borrowed and rationalized for internationalization) and translated into other arrangements to create a new state; and in the process, a learning of how to deal with such problems more skillfully in future takes place 1/.

3.3 From the education and Training point of view, such erroneous development indicators as fast and huge cars, high-rise buildings, the "good life", T.V. etc. are excluded. But emphasis is placed on the mastery of steps or processes by which these symbols are created; i.e. (i) perception of problems and articulation of needs; (ii) persistence of will power in applying one's knowledge in the design and development of processes and arrangement of systems to meet these needs; (iii) engaging in responsive management and co-ordinating activities in productive use of people, materials and financial mix to ensure the accomplishment of the pre-conceived new state; and (iv) monitoring the process, evaluation of performance as well as outcome and subsequently developing exigency measures for dealing with the problem more skillfully in future. It is in this context that the African "development" agents for the implementation of the Lagos Plan of Action in the way it is recommended must be understood and sought.

3.4 The Lagos Plan of Action which is the African strategy for development in general provides the strategy for human resources development and the acquisition of the "development agents" referred to above. At international level it provides a framework for co-ordination of development effort between donor agencies and executing international and governmental agencies. At national level the plan constitutes a basis of reference for interministerial and inter-agency co-ordination. It is a framework for collaboration between national research, training and consultancy institutions, their parent governmental, ECA and bilateral technical assistance agencies and their staff respectively - all in the identification and development of indigenous "development agents". 2/

1/ This argument has been developed with reference to Some Implications of Adaptation Capacity for Organizational and Political Development by Robert P. Biller, University of California (Berkeley)

2/ i.e. those that will spearhead the increase of African problem solving capacity: i.e. capable of identifying African issues and problems articulating needs, designing and mastering the steps in problem solving processes for creating development symbols while learning how to deal more skillfully with future problems.

3.5 The plan however constitutes a point of departure in reassessing the status and effectiveness of the training and career development process, the quality of the present stock of manpower, the state of their utilization and their readiness in spearheading "development" as we now understand it.

#### 4. The Status and Effectiveness of Training

4.1 Seen in relation with the meaning now attached to development, the region, its human resources development programmes and in particular the education and training with its career development sub-systems are underdeveloped: for twenty or more years into independence, the region is still unable to "learn" how to deal with an array of problems inherited or acquired along the way. These include, among others, the following:

4.1.1 Inability to assess and determine natural resource base endowment; and in some cases develop programmes and the will for extraction and use of new ones or for the conservation of those that are known.

4.1.2 Inability to design and develop processes for the identification or extraction of the resources and use them for the benefit of their nationals.

4.1.3 Inability to develop and use, leave-alone having confidence in indigenous scientists, technologists, market analysts, entrepreneurs, and distributors to ensure sovereignty over the extraction and use of the natural resources endowment and control over their distribution.

4.1.4 Inability to effectively and equally participate in international decision making process over negotiations with the community of world of nations, as in Lome Conventions, UNCTAD and UNIDO fora or in dealing with multi- and transnationals.

4.1.5 Inability to formulate autonomous decisions, develop and manage autonomous institutions and public enterprises.

4.1.6 Inability to effectively deal with low productivity and low savings capacity.

4.1.7 Inability to feed and clothe the bulk of the population and effectively deal with chronic and other forms of diseases.

4.2 Against a background of diminishing foreign exchange reserve, dependence on external material and financial resources as well as development agents, increased socio-cultural and economic deprivation and insignificant rate of development: the related lack of competence in dealing with these issues is an indicator of the underdeveloped state of training and career development sub-system as well as its unresponsiveness to these problems.

4.3 A closer look at the training and career development sub-system's status might explain the point even further.

4.3.1 Unlike the training and career guidance sub-system in the developed world 1/, most of the countries in the regional lack definitive and comprehensive training and career guidance policy guidelines, related presidential orders and legislative acts or laws.

4.3.2 The training programme activities are as unco-ordinated as they lack strong administrative machineries with clear delineation of functions between the administrative, policy guidance and co-ordination level; the advisory professional associations and sectoral/occupational group committee levels; and the executing training institutional levels. Hence training and career guidance has become an area of sporadic activities and high cost outflow due to competition, duplication, and thin spread without significant impact.

4.3.3 In any case, the existing training administration machineries suffer from the lack of clear vision of their role and functional relationships with the executing training institutions professional and sectoral/occupational interest groups. At worst they lack competent staff with professional orientation and commitment to their function as training and staff development officers. Their function is not often spelt out in definitive and comprehensive job descriptions, hence the few who are available are often deployed in other functions unrelated to the task of training and career guidance. While they lack professional cohesion, they suffer from lack of identify as a cadre.

4.3.4 Funding which is always derived from subventions from national treasuries is not always enough and whenever there are cuts in the budget, the allocation on training and guidance is often the starting point.

4.3.5 Training institutions which were established to serve the respective professional fields of practice, sectoral and client agency needs often operate in isolation of the parent agency needs. In some cases there is an open conflict between these institutions and their parent/client agencies as they seek to cut off the umbilical cord in search of autonomy. Under the circumstances, they are as unflexible as they are unresponsive to their client agencies' needs: neither are they able to link their research, training and consultancy activities with the identification of day to day operational discrepancies. They do not train to develop new ways of dealing with the discrepancies and engage in consultancy activities to instal in their respective parent agencies the new ways and means resulting from their research and subsequent training activities.

4.3.6 While their programmes have been as conservative and unresponsive to the complexities of the changing processes and technology in the world of work, instructional methods have encouraged conformity and dependency as well as discouraging lateral and divergent and problem solving thought process and approaches. The institutions' teaching/learning life has not been linked to the working patterns in the world of work; neither has theory been effectively linked with practice.

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1/ For example (i) the Canadian Staff Training Policy approved in June 1980, (ii) The British policy given expression the the Employment and Training Act, 1973 and the American Public Law 85-107, 85th Congress, S 385 July 7, 1958 Act cited as Government Employees' Training Act as well as the Statute and Executive Order, Chapter 41 of title 5.

4.3.7 The irrelevance of programmes is accentuated by lack of relevant inventory of needs which emanates from lack of periodic and systematic survey of performance discrepancies and identification of training needs within all sectors and occupations consequently trainee selection process is as unco-ordinated as it lacks definitive selection criteria developed from a clear vision of what training and occupational guidance will do.

4.3.8 Occupational testing as a means of indentifying individual potential is as rudimentary as it is unable to guide and counsel individuals on the basis of empirical data. While the development of guidance and counselling service is in infant stages, its full development is constrained by lack of relevant staff, instruments and case materials. Hence the waste in drop-out and out-push from the sub-system.

4.3.9 The examination, certification and accreditation for practice lacks clear cut national standards and norms; it is as dependent on external and metropolitan country standards as it often encourages "exclusiveness" of a few who use the excuse of maintaining standards to protect their monopoly in the related professional practice. One is appalled by elements of "humiliation" when after one's university achievement of the highest available degree, one is sent to a junior institution for another study towards accreditation for practice. No wonder the region is critically short of accountants and company secretaries, etc.

4.3.10 There is no effective system for assistance in quick adjustment to job situations after training; and in some cases, people have come back only to find themselves unwanted or sometimes deployed in areas that have no bearing on the content of their training. Besides, costing the region a high priceless dollar value in reverse transfer of technology and brain drain, it is a waste of human resources in which so much has been invested.

4.3.11 Most training programmes though adequately catering for intellectual, manipulatory and attitudinal/affective skills base, have not catered for physical and mental hygiene; and hence the mental and physical stresses and strains, and in some cases, the real threat of obesity.

4.3.12 Available internal and externally mobilized financial and institutional resources have not been judiciously used and maximized to ensure the training of personnel in areas that are not locally catered for, or for those who cannot afford to pay by themselves. This fellowships operation lacks qualified staff, definitive policy guidance: it is as co-ordinated as it lacks understanding of nature, scope and functions content of fellowships administration.

4.4 From the foregoing constraints, it does appear that an effective training and career guidance sub-systems is a function of an effective infrastructure incorporating the following:

4.4.1 Definitive and comprehensive training and career guidance policies backed by appropriate legislative acts and laws.

4.4.2 Central training and career guidance administrative and co-ordinating machinery with respective sectoral/ministerial units with their respective executing training institutions which are accredited and certified to engage in training; both of which are linked with the related advisory bodies made up of representative from client sectoral and job groups of employers, employees and government.

4.4.3 Adequate financial and instructional materials resources derived from training levies and other measures from contributions from all parties when benefit from the training function.

4.4.4 Training programme whose curriculum relevance is enhanced by periodically determined performance discrepancy surveys and related training needs in each of the sectors and the respective job group categories; and in the course of instruction, theory and practice training institutional activities and work patterns as well as experiences are interlinked with strategies and methods which draw from the experiences in the surrounding centres of socio-economic.

4.4.5 A cadre of staff with relevant competence, professional orientation and cohesion as well as motivated by their inner standards of excellence.

4.4.6 Localized-examining and "member" institutional machinery for certifying and accreditation for practice: both of which should derive their strength from articulated standards and norm of acceptable performance.

4.5 Unfortunately, the expectation that the educational process would redress these constraints and see to "development" in the foregoing factors remains unfulfilled. All the more when seen against the continued waste through educational "out-push", drop-out, and "through-puts" 1/ who have no vocational and problem solving orientation. Besides, educational process is constrained by its inability to balance the quality of educational facilities between rural and urban centres as well as the inability to meet the rising demands for its service in according accessibility to educational opportunities to all sections of the community. With the training and career guidance system that could have filled this gap still beset with its own internal problems, the unpreparedness of the region to implement the Lagos Plan of Action as required at national level and on a self-reliant basis is even more evident.

## 5. Consideration for New Direction

5.1 An attempt at mapping out the course events for new directions in the development of "development agents" who can deal with the foregoing constraints must start by spelling out the functional role relationship between the education and training sub-systems. It must also restate the mission and objectives of the latter, thereafter describe what it does as a basis for (i) enriching related policy guidelines and delineation of functions between the administrative, executing and

1/ For the purpose of this paper, "out-push" are those who the system pushes out even though despite their respective weaknesses and strengths they shall want to continue; "drop-out" are those who opt out of the system by their own volition or concurrence; "through-puts" are those that come out of the system but would have no impact due to irrelevance of what they acquired, or discrepancies within the system.



advisory level clusters and their respective units or sections, (ii) developing appropriate accreditation criteria for determining what institution is to engage in training, the respective purposes for which they are training and the type of training programmes and strategy they will engage in, and (iii) formulating appropriate trainee selection criteria for determining who shall train, for what purpose, the kind of programme to follow and the related institution to go to.

5.2 Briefly, the process of education is concerned with broad long range mission of enculturating the citizenry whereby the concern is with concepts and rules formations, knowledge acquisition for there and then; its emphasis is on whats, whys and wherefores of knowledge concepts and rules. On the other hand training is concerned with specific short-term mission of acquiring the hows of job income earning activities here and now. All the more for the application of the concepts and rules in dealing with problems of disequilibrium and discrepancies which occur wherever people are engaged in and are being used in "productive" activities for creating "productivity" of nations and enhancing income generation for "development" as defined earlier on, or creation of development symbols such as building bridges, schools and hospitals for enhancing the good life of individuals and the nation as a whole.

5.3 In this respect training is supposed to enhance productivity in the course of a "problem solving" effort and generally raise the standards of performance in the course of development process by:-

5.3.1 Facilitating the accomplishment of new skills and acquisition of related new knowledge, attitudinal base and better or new measures for dealing with situations that might endanger ones physical and mental well being.

5.3.2 Facilitating the updating of these attributes in relation to changes of environments, procedures as well as technological processes.

5.3.3 Refreshing and facilitating the recall of anyone of the resources previously learnt, but forgotten due to disuse or wrong deployment.

5.3.4 Broadening the operational scope of an individual who may have been operating at a lower level in a narrow operation but now requires to operate at a higher level in a much broader scope as is the case in promotion, reassignment, or new career departure.

5.3.5 Facilitating specialization in a given area within and from a broad base.

5.3.6 Facilitating the professionalization of generalists and generalization of specialists and professionals as in the change from technocratic functions to management functions though not the other way round.

5.4 Training can then be seen to re-orient or sharpen, if not facilitate a recall of the intellectual, emotional and manipulatory skill resources as to prepare one for:

5.4.1 New job situations arising from initial intakes into a job, or promotion.

5.4.2 Enhancing productivity at the same level or in a new assignment at the same level but in a different job operations.

5.4.3 Increased responsibilities.

5.4.4 Handling new tools, using new techniques and process and dealing with novel situations.

5.5 In this respect, the mission and goal of training and career guidance would therefore appear to be as follows:

5.5.1 To ensure the availability of skilled, physically and mentally sound individuals for deployment as and when required within centres of socio-economic activity.

5.5.2 To update and enhance the performance and productive capability of those in employment either for self or others.

5.5.3 To identify those with potential and facilitate their career choice and subsequent development to the highest possible extent.

5.5.4 To ensure the availability of appropriate infrastructural policy guidelines, administrative machinery, staffing competence, financial and instructional materials resources for a cost-effective operation of the function.

5.5.5 To ensure adequate balance between theoretical and practical requirements, effective linkage between training institutions' research, training and consultancy activities with the parent/client agencies requirements of productive working behaviour patterns and new directions to enhance their socio-economic activities.

5.5.6 To develop and maintain a self monitoring system that is capable of identifying prevailing discrepancies, anticipate future ones and make appropriate adjustive arrangements in response to the changing requirements of the "development process".

In consideration of the foregoing the proposed strategy for their realization is to be the basis for the development of policy guidelines related to staffing, funding and administrative capacity and capability infrastructure <sup>1/</sup>.

5.6 In developing related policy guidelines and measures to give expression to the mission and related objectives, due consideration may be given to the following for incorporation in its substance:

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<sup>1/</sup> This is the basis of the project document on the Development of Training and Employee Career Planning Capacity and Capability in Africa.

5.6.1 The importance attached to human resources and its role as a factor in socio-economic development. New departures and national endeavours that would call on new skills and the role of training in their development.

5.6.2 The restated mission and objectives of the training and career guidance function; the responsibility for the execution of training at national, sectoral and ministerial levels: the respective beneficiaries and how often they will be required to engage in some form of training - all irrespective of their academic qualification and status on the operative-top management continuum.

5.6.3 Emphasis to be placed on either internal or external training and the circumstances under which external/overseas training will be used as a stop gap or enrichment measure.

5.6.4 The measures to be taken to ensure that the development of new executing training institutions is in relation with the nations' financial capacity to develop and maintain them, and that only those that meet given standards will be certified and accredited for engaging in training and career guidance function; and how their research, training and consultancy functions will be linked to dealing with technical and management problems of their parent/client agencies.

5.6.5 Measures to be taken and procedures to be followed to ensure cost-effectiveness of training programmes and that their content relevance is derived from periodic sectoral performance discrepancy surveys and subsequently identified needs; and that the various agents that will carry this out have been advised of the strategies and frequency of doing so.

5.6.6 Steps to be considered and procedures to be followed in ensuring that the use of instructional methods for nurturing lateral, divergent and problem solving thought processes is encouraged; and strategies that link theory and practice as well as institutional life to the work behaviour patterns and processes, technology and operational problems are used.

5.6.7 Measures to be taken to ensure effective administration and co-ordination of training and career, guidance function: with the establishment of central administrative machinery, professional groupings, and their sectoral units; specification and broad mission of the central and sectoral clusters as well as the functional relationship between them spelt out with linkage relationship between the central cluster, the various advisory councils, boards and/or committees to be established for advising on priorities, specific skill needs and action for executing training institutions, the sectoral/ministerial training units also indicated: to be spelt out also should be the executing training institutions to be established, how they will be accredited and certified to engage in training and ensure quality.

5.6.8 Steps to be taken to ensure continuous attraction, retention and development of career training and staff development cadre, its professional cohesiveness, identity and unified service for mobility between those serving at executing training institutions and those within administrative central and sectoral ministerial units and how their horizontal and vertical mobility within ministries, centres of socio-economic activity and training institutions, technical training/career guidance level to the top most level general administrative pool would be fostered.

5.6.9 How all those making use of national human resources will contribute to the costs of its development and whether options such as training levies, tax exemptions on training costs, charges for employment of non-nationals, and foregone production time through sandwich programmes as well as employee's foregone leisure time for training and part refund of the money spent by employees on undergoing a priori mutually agreed course of study are considered.

5.6.10 Measures to be taken for periodic review and strengthening of the related training and employee development policies and the respective legal provisions in the acts.

5.6.11 Measures and steps to be taken to ensure the development and maintenance of machinery to (i) monitor the implementation of policy provisions, the respective mechanism to ensure proper interpretation, execution and adherence to the policy guidelines and the legal provisions; (ii) anticipate future constraints and initiate reviews for the development of appropriate remedial policy and legal guidelines.

5.6.12 Measures and steps of how multi- and transnationals will facilitate the training system's mission of effective transfer of technology; i.e. the requirement for contractual arrangements between the expert, the counterpart, and the official monitoring the arrangements to ensure that each party adheres to the obligations: i.e. the expert in designing and developing a phased schedule of training activities, the counterpart in diligently following the course of study for transfer of expertise and the government official in arbitration in case of violation of policy guidelines and contractual obligations.

5.6.13 Measures to ensure the selection of the right people for an appropriate course; and that in the course of their study/training, contact is maintained with them for informing them of new developments in their job, the required adjustments in the course or other areas to be looked into; and that on return they are effectively and appropriately deployed.

5.6.14 Measures and machinery for determining the innate potential of individuals, identifying their strengths and weaknesses and assisting them in choosing a career thereafter guiding and counseling them to develop to the maximum possible extent.

5.7 The efficiency and effectiveness in training policy implementation is depended upon the administrative structure as well as procedural interaction between the central administrative policy guidance cluster, the respective professional and sectoral advisory cluster and the executing institutions. For this reason, due consideration may be given to the following requirements and administrative, advisory and executing clusters.

5.7.1 (i) Administrative level:

Requirement for a central machinery which may be a ministry 1/ - say of Manpower Development with units in other ministerial and sectoral centres of socio-economic activity. The departmental delineation of functions in the ministry might be along the following:-

- Occupational testing, guidance 2/, trainee follow-up and training statistics unit.
- Training programme operations, administration and policy guidance unit.
- Research, planning and programme development unit.
- Examination, inspection, certification and accreditation unit.
- Organizational development unit.
- Training fund management unit.
- Manpower planning.

(ii) Advisory level for professional and sectoral needs input: calls for establishing training units in each of the substantive ministries, and centres of socio-economic activity. It would also require each centre of socio-economic activity and ministry to establish related advisory professional "pannels" and sectoral occupational group committees

Advisory level

Consideration may be given to a representative board, made up of, among others, sectoral committee chairmen, and professional group associations: etc. to advise on national/ cross-sectoral needs, set priorities and allocate resources.

Consideration need to be given to sectoral/ ministerial committees or councils to advise on needs and priorities within the ministry or sector.

To assist in and participate in training programme design and setting related training specifications.

1/ The component units within this Ministry may also depending the magnitude of functions and needs may be replecated in other ministries, and centres of socio-economic activity: thus enabling the Ministry to establish a strong linkage with other ministries and centres of socio-economic activity.

2/ This unit may need to establish a strong functional linkage relationship with similar services in ministries of education labour and social services.

5.7.2 The Executing level, made up of all privately and publicly owned training institutions: which would be regarded as national assets in the process of human resource development: consequently the need for their being regularly inspected, certified and accredited for engaging in any form of training with those that are found to be wanting being strengthened with financial resources derived from the Training levy and other options.

#### Advisory level

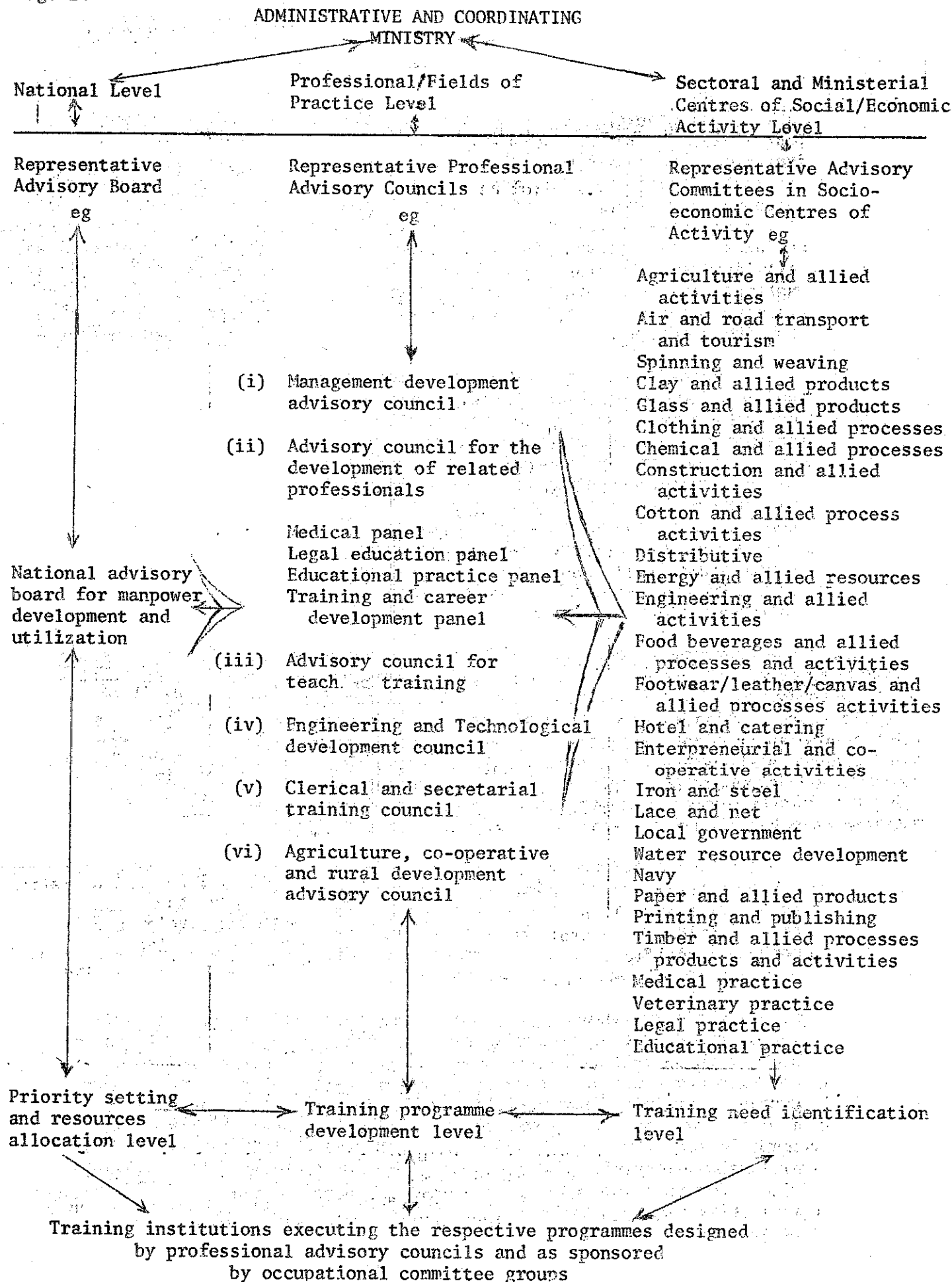
Consideration need to be given to representative boards made up of sectoral committee chairmen, related employers, employees and representative of interested ministries: e.g. Parent ministry, education and some professional group.

Consideration may be given to developing and operating specialized institutions for each profession, or occupation sector, or else an amalgam of related job groups or professions within a sector may be considered: thus while medical training centres/colleges would service Ministry of Health and Agricultural Colleges would service Ministry of Agriculture's professional requirements with their other support staff skill requirements being done by institutions specializing in these areas, but with orientation done within.

5.8 The content and relevance of training programmes as well as its scope and coverage of all sectors, the related centres of socio-economic activities and the required skills inherent in the fields of practice are a function of regular intreraction between the administrative, advisory and executing levels; all the more in undertaking periodic performance discrepancy surveys by sectors, and occupations therein, determining related training needs, collaborating in the design and development of related programme content as well as in monitoring and determining emergent constraints; thereafter adjusting the programme in response to the changing technology and job processes therein.

5.8.1 The establishment of such an interaction and the related collaboration in the development of relevant training programmes require, the establishment of (i) National Advisory Board for Manpower development and Utilization; (ii) professionally oriented councils with related pannels in specific field of practice and (iii) sectoral committees within each area of socio-economic activity.

5.8.2 While the sectoral advisory committees will be representative and serviced by the respective training/staff development officers in each of these units, the professional panels within the professional councils would also be representative and serviced by the respective executing training institutions and the training/staff development officials within the specialized ministries sectoral centres of socio-economic activity. The Board which could derive its membership from professional councils and sectoral committee chairmen would be serviced by the Permanent Secretary, Ministry of Manpower Planning and Development, suggestive advisory cluster at each level is linked to the Ministry as follows:



5.8.3 The establishment of the respective committees on each of the centres of socio-economic activities is dependent upon the prevalence, intensity and magnitude of the respective skill flow. Consequently the preceding listing is more of an example than an indication of what is and should be. Each country could develop its own nomenclature and areas of committee emphasis.

5.9 Executing Training institution building is equally related to the skills demand as well as nation's capacity to fully operate and optimize the use of their capacity to the fullest without sacrificing quality. While some institutions are expensive to build and run - especially those requiring technical equipment input - others are relatively cheaper. Because of these factors, training institution building needs to be regulated; as those that come into being need to be regularly inspected for maintenance of qualitative standards of instruction and material, their physical plants and equipment.

5.9.1 These institutions are in effect the executing arm of the respective professional panels within the respective advisory councils and the sectoral/occupation group committees charged with skill development in the occupations and professions. In this connection due consideration may be given to integrated technical and behavioural skills development e.g. management and technical skills being developed in one institution or specialized programme activities as agricultural and teacher education institutions with their respective panels operating separately.

5.9.2 If the building of separate specialized institutions is adopted then the institutions will need to cater for all levels, beginning with the (i) orientation of the orderlies and support staff who may not have the professional training related to the practice prevailing in the centres of socio-economic activity, organizations or public institutions where they are employed; (ii) training and development of middle-level support staff; (iii) training of high-level professional staff. In any case, the need is for progressive linkage relationships of programmes in say from village polytechnics to higher technical and vocational training centres as colleges of technology, secondary technical schools, national polytechnics and the faculty of engineering at university level as in the case of vocational/technical and engineering training. This will not only ensure that those performing well at village polytechnics could go on to higher technical and vocational training centres and through higher national polytechnics on to the university without experiencing a dead-end at any one of the institutions.

5.9.3 Similar arrangements could be tried in the field of agriculture and behavioural science based institutions from folk institutions, district training centres, to farmer institutes, colleges and on to related faculties in the University.

5.9.4 In the final analysis, needless to emphasize the point that all training institutions, be they private or public, rural or urban should be seen as national assets for human resource development: consequently they need to be kept under periodic surveillance, guidance and inspected for accreditation and certified for practice in servicing



the needs of the various professional council panels, sectoral/occupational group advisory committees, the National Advisory Board for Manpower development and utilization, parent/client ministries or organizations, and the Ministry of Manpower Development.

5.10 The validity of training programmes can be determined by the established process of examination, certifying and accreditation for professional practice: in so far as such a process can assist in predicting the change that takes place in the individual, his/her organization and the country as a whole. The effectiveness of the process is a function of the relationship between the government (with the various advisory boards, councils and committees), consumers of trained manpower (employers), professional associations and accrediting ("member", "institute" or "college") bodies which certify for practice and the respective training institutions in so far as they are all clear of the established performance standards and norms in the training and examining process as with job performance, specifications and national "development" issues. (This stages was the subject of discussions and was given expression during regional conferences on localization of professional training, examinations, and qualifications - see Appendix I ).

5.11 Guidance and counselling for career choice and development for sustained productivity is a function of effective occupational testing and measurement - which helps in the determination of potential and disabilities and serves as the basis for educational as well as occupational guidance and counselling towards choosing subjects of study. This choice is made in relation to one's intellectual and affective abilities, availability of institutional programme for study in the field, a vocation or job and employment opportunities and one's psychomotor, physical well-being, psychological (mental) balance and ability to recall and apply the innate intellectual abilities to job situations.

5.11.1 The need for effective and efficient programme development in the area of education and occupational guidance need not therefore be overstated.

5.11.2 Neither is there need to overstate the case for trained education and career guidance personnel, the related policy and administrative infrastructure for effectively operating the occupational testing and guidance and counselling programme: all of which have been given detailed expression in annex II and in the course of the third biennial conference on training development - a report of which has been tabled as background material.

5.12 The staffing of the training and career development function requires a staffing pattern and structure that provides for uniformity of service between those serving as sectoral or ministerial training/staff development officers; those at the base ministry and those teaching in training institutions. Such as uniformity of service should provide for mobility between the training institutional lecturers with the related parent ministry or agencies in centres of socio-economic activity. The mobility should be such that from a point at the bottom, the individual could rise cross-cutting in between and up to a professional director or principal of a training institution. From this point, arrangements could be made for them to enter the top level administrative class.

5.12.1 The function and role of the respective staff should be based on definitive job descriptions derived from the now widely acknowledge major functions: 1/ i.e. (i) administrator of training programmes; (ii) manager of training operations; (iii) instructor and facilitator of the teaching/learning process; (iv) employee guidance counsellor; and (v) organizational consultant. In each of these functions are attached the following specific tasks:

5.12.1(i) Consultancy functions and roles:

- negotiating with client/parent agencies to determine the nature and scope of consultancy effort;
- undertaking performance analysis to gather information on organizational mission, goals, work processes, procedures, rules and regulations for determining areas of disequilibrium;
- identifying the nature, scope and dimensions of performance problems and clarifying them with management;
- developing and/or selecting alternative strategies for dealing with the problem and preparing briefs on consequences and training/financial administrative implications to each of the options;
- guiding organizations in the application of selected methods and techniques in handling the problems.

5.12.1(ii) Management functions and roles:

- initiating action in the review/formulation of training policies and providing inputs in the interpretation or formulation of new ones for implementation;
- determining annual requirements for personnel, materials and financial and budget as well as controlling their use;
- developing training specifications and criteria for institutional accreditation and certification to engage in training;
- determining training implications of manpower plans;
- setting priorities and objectives;
- developing and disseminating guidelines for effective implementation of training programmes;
- providing technical guidance to training programme staff;
- assessing the extent to which training programmes meet their objectives.

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1/ Extensive use and reference has been made to The employee development specialist curriculum plan, US Civil Service Commission, Bureau of Training, 1976.

5.12.1(iii) Administrative functions:

- scheduling and co-ordinating the use and maintenance of training facilities;
- scheduling the procurement, preparation and delivery of training materials, equipment and other resources;
- identifying and maintaining list and liaison of training institutions and other facilities;
- processing training programme requests, announcing and processing requests/applications;
- providing/explaining required training guidelines and procedures;
- developing and maintaining up-to-date training records and statistics.

5.12.1(iv) Guidance and counselling functions and roles:

- developing or selecting appropriate occupational tests and instruments;
- collecting and analysing appropriate data and determining employee potential and subsequent guidance needs;
- providing information to employee/supervisors on alternative training and job opportunities;
- determining trends and indicating needs for organizational attention;
- conducting guidance and counselling sessions.

5.12.1(v) Instructional functions and roles:

- conducting population and task analysis and determining knowledge, skills and attitudinal requirements;
- developing learning objectives and their related sequences;
- establishing a basis for subjectmatter linkage with job requirements and sequences of respective core and supporting areas;
- selecting and using instructional methods and media, strategies for linking theory and practice as well as institutional and work environment's activities;
- developing a criteria for trainee selection;
- instructing individuals/groups in fields/subject of expertise;
- collecting and processing feedback from training experience and modifying/adjusting training experiences as appropriate.

5.12.2 The development of the cadre's competence in each of the major functions involves undertaking task analysis for each of the major functions and activities as a basis for the determination of the respective competences. Their development could be over a given period for mastery in one function prior to undertaking the next function.

5.12.3 The deployment of this cadre could be along the pattern followed in some countries whereby they are centrally recruited and deployed as of personnel and finance officers who are appointed by central personnel agency and auditor-general and respectively deployed in other ministries. Otherwise each of the ministries and organizations within centres of socio-economic activity should be required under the policy guidelines to employ and deploy their own and collaborate with the central ministry.

5.12.4 This deployment should be such that all along the various grade levels, emphasis is placed on one of the major functions (at the lower level) with diminishing responsibility in other functions; and at the top, emphasis is placed on all functions with delegated responsibilities for each of the functions to the staff specializing in each of the functions down the line.

5.13 Funding derived from sharing of employee development costs between the private and public sectors has been a source of concern. Because of the high investment costs in human resources development and the long time taken to show returns therefrom, private sector organizations and governments have tended to shy away from investing heavily in employee development; only to (i) continue living with performance discrepancy symptoms highlighted in paragraphs 4.1 and 4.3 as well as others like lateness, waste of materials, failure to meet schedules and specified standards, otherwise (ii) poach trained persons from those who train with governments being almost always the losers of the game.

5.14 Whenever there have been financial cuts in all programmes, allocations for training have often been the target. In the light of these experiences, consideration would be given to measures for (i) tripartite contributions and sharing of the cost of training between governments, private sector and the employees; thus (ii) ensuring steady flow and availability of funds for investment in human resources development function. Consequently, in addition to subventions from the treasury, the following options for extra financial resources may be considered:

5.14.1 Institution and operation of a training levy such as the one operating in Kenya, Nigeria, and initiated in Uganda, Tanzania and Malawi and Ghana. The option provides for charging employers a given percentage on their payroll: a portion of which is refunded when (i) there is proof of having trained their staff and when (ii) such training has been undertaken either in their apriori approved in-house training institutions, government owned or other certified institutions. The other portion is retained to support and enhance the development of training infrastructures such as buying equipment or building new classrooms, laboratories and other facilities.

5.14.2 Tax exemption measures such that the amount expended on training and staff development activities is not subject to income tax.

5.14.3 Imposition of a fee for every non-national employed by any agency: the fee remains in force until a national under pre-agreed training schedule is available and effectively takes over.

The amount thus collected accrues and is entrusted to an authority charged with the receipt, management and disbursement of the training fund.

5.15 Needless to caution on the various ways organizations use to defeat the intention of the levy. While organizations such as hotels often pass the levy to customers, others often discreetly pass it on to employees and buyers of their services or products.

5.16 Other sources of training resource be it financial or institutional opportunities are fellowships and scholarships which in principle are for those who excell: in which case the fellowships/scholarships is awarded as a token of recognizing their excellence. Others are awarded when local facilities do not exist, and for those who are found promising but unable to pay for themselves. In considering the effective use of fellowships and scholarship facility due consideration should be put on the following:

5.16.1 Integration of scholarships and fellowships facilities for administration and control by one agency.

5.16.2 Establishment and announcement of definitive conditions and criteria of award, thereafter vigorously following the criteria.

5.16.3 Establishment of periodic priority areas of training and announcing same to potential donors as a basis for their offers rather than trying to take on an offer just because it has been made.

5.16.4 Acknowledging fellowships and scholarships administration as a specialized function which merits its own policy guidelines, specialized staff, and related administrative unit within the overall national training effort.

5.16.5 Development of substantive units related to the following acknowledged functions of fellowships administration:

5.16.5(i) Resources mobilization through well prepared project/programme proposals based on critical and priority need areas for urgent skills development.

5.16.5(ii) Development and maintenance of up-to-date directories of, as well as maintaining continued liaison and contact with potential donors and training institutions and other units engaged in similar activities;

5.16.5(iii) Establishment and maintenance of effective educational and career/occupational guidance and counselling service.

5.16.5(iv) Maintenance of an up-to-date information, data base and constant contact with those under study-their field of study in relation to employment prospects when expected to return and how they would be utilized.

5.16.5(v) Establish effective liaison between fellows/scholarship holders and their employers or prospective employers to minimize (i) the frequent reverse transfer of technology arising from fellows reluctance to return; (ii) the brain drain and misuse of trained fellows arising from non-assistance in settling in a job for which people were trained.

5.16.6 Unfortunately fellowships and scholarships operation have tended to be taken as the only training development function. Consequently, whenever organizations have claimed the existence of an administrative machinery for co-ordinating the training function, invariably such machineries are in effect scholarships/fellowships clearing houses.

## 6. Operational strategy

6.1 The foregoing problems and constraints were acknowledged and given expression in a variety of resolutions, notably the ECA Conference of Ministers resolution 306 and 318 of the thirteenth session, the various conferences, notably the 1974, 1977 and 1979 biennial conference of the African Association for Training and Development, the various trainers workshops organized by ECA since 1969 to date, Commonwealth Secretariat's workshops for trainers in Development Administration as well as those organized by ILO, WHO, and UNICEF: all in collaboration with member State governments, and the institution building efforts of establishing and maintaining specialized training institutions on a collaborative basis.<sup>1/</sup>

6.2 Provision of resolution 318 (XIII) required governments to (i) accord high priority to the training of nationals; (ii) establish corps of training and staff development officers and the related (iii) administrative machineries to promote and co-ordinate the training function and above all (iv) formulate definitive training policies and related legislative acts and laws and (v) provide for adequate funding through measures such as the introduction of training levies <sup>2/</sup> in addition to the normal subvention from the treasury.

6.3 While the move towards according high priority to training is manifested in the ECA Conference of Ministers' resolution 389 (XV) and the subsequent institutional machinery to emerge out of the Conference of Ministers responsible for human resources planning, development and utilization, the strategy for implementation of the requirements is spelt out in the project document on "The Development of Training and Employee Career Planning Capacity and Capability in Africa".

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1/ These include the ECA initiated (i) African Institute for Higher Technical Training and Research in Nairobi; (ii) Graduate Schools of Management and International Finance based in the University of Nairobi; the University of Ghana, Legon; and others for North and Central (Francophone) Africa; CAFRAD, IDEP, etc.

2/ Nigeria, Kenya and Malawi and Tanzania operate such levies only that the intention has been defeated by employers or organizations that pass it on to customers to pay! The intent and decision for these also exist in Ghana and Uganda, others - Zambia and Swaziland operate the fine-tax rebate variation.

6.4 The project document is in effect an attempt to consolidate the on-going effort, link and provide a focal point of reference to the various agencies engaged in training and career development efforts. The on-going efforts include (i) the 1979 AATD training policies review conference which revealed that notwithstanding the support accorded to resolution 318, many countries had neither come out with definitive policies, nor established administrative machinery with corps of training and staff development officers and sufficient funding arrangements for effective operation of a cost effective training and career guidance programme, (ii) the various trainers as well as the career guidance workshops<sup>1/</sup>, organized through the seventies, (iii) the inauguration of the African Association for Training and Development, in spite of which no cohesive and professionally oriented cadre had emerged for lack of attractive terms and conditions of service, unattractive salary, and the dead-end aspect of the job: besides, after these workshops, many had gone back to be deployed in areas unrelated to the training and career guidance function, (iv) ECA institution building efforts in spite of which enthusiastic support for them is yet to emerge, (v) National attempts to set up appropriate machineries for administration and co-ordination of the training function.

6.5 In anticipation of intensification of the foregoing effort the project document strategy puts emphasis on the establishment of the policy, administrative machinery, staffing and data infrastructure; and the need for local leadership provided by training institutions and the substantive government agency in soliciting and co-ordinating the activities and use of inputs from the bilateral technical assistance agencies and ECA in their efforts to assisting governments to establish the aforesaid infrastructure by assisting in developing related policies, establishing the machineries, thereafter training the trainers to man the machineries and operate the training function, ensure a steady source of funds, then simultaneously collaborate in periodic sectoral performance discrepancy surveys and identification of training needs in each of the job groups as a basis for the design and execution of appropriate training programmes.

6.6 In conclusion, it is in the light of the foregoing operational discrepancies manifest at the regional and national levels, within the respective sectors and their respective centres of socio-economic activities as well as in the human resources development sectors that the considerations for new directions have been put forward. These are offered in order to generate some thought towards enhancing the region's state of preparedness for implementing the Lagos Plan of Action in the manner called for by the Heads of State.

6.7 From a trainers point of view the nature and scope of human resources development was explained with a series of premises and a definition of development put forward. These were to highlight the multifaceted nature of human resources development programmes and the state of underdevelopment of the region resulting from the underdevelopment in the training and career guidance function. These demonstrated the need to accord high priority to training and take definitive steps to develop the training and career guidance function as to make it more

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1/ These have been executed by ECA as (i) national trainers workshops, (ii) training/staff development officers workshops; and the management and accountancy teachers course respectively organized in collaboration with participating African Governments training institutions, the University of Nairobi - Institute of Adult Studies and the Institute of Development Management in Botswana; an efforts have been going on to identify collaborating institution for Francophone components.

cost-effective. The steps include the formulation of definitive training policies, establishment of related administrative machineries to promote and co-ordinate productive efforts within the training function, establishment of a staff cadre and training them to effectively operate the training and career planning function; and examining other funding options such as levies to ensure (i) equitable sharing of cost by all those requiring trained manpower, and (ii) steady availability of funds for training of personnel.

6.8 It is only after these forgoing training infra-structural arrangements have been established that a systematic approach to training development can be undertaken. Such an approach must of necessity start by (i) cross-sectoral activities and occupational group surveys to identify the quantitative as well as qualitative performance discrepancies and needs, (ii) design and development of short and long term programmes in response to the needs, (iii) establishment of priorities 1/ and objectives, thereafter making necessary institutional and programme arrangements for the programme execution, and finally continued operational monitoring for the programme refinement.

6.9 Having realized the weakness in training development infra-structure, it is proposed that the logical strategy towards the new direction should start by enhancing the region's training and career planning capability and capacity. Hence the project document that is being tabled for discussion and adaptation to national situation and needs.



A SUMMARY OF THE REPORT ON THE REGIONAL  
CONFERENCE ON LOCALIZATION OF PROFESSIONAL  
TRAINING, EXAMINATIONS AND QUALIFICATIONS  
IN AFRICAN STATES

1. Background

1.1 The Conference on the process of localization of professional training, examinations and qualifications as well as accreditation and certifying for practice in English-speaking African countries was held in Addis Ababa from 22 through 30 June 1981. It was the first conference of this nature to be held in Addis Ababa in furtherance of ECA's promotional activities to member States on localization process. The Conference was called as a follow-up to the various activities and consultative advisory missions undertaken by ECA in a number of selected African countries.

1.2 Well supported by member States, the Conference was attended by thirty-six participants from eleven member States of the English-speaking countries who financed their own participation. The countries included Comoros, Ethiopia, Ghana, Kenya, Malawi, Nigeria, Swaziland, Tanzania, Uganda, Zambia and Zimbabwe.

2. Objectives of the Conference

The objective of the Conference was to review the efforts made by member States in their institutional arrangements and policy guidelines on localization, accreditation and certification for professional practice.

3. Observations and Recommendations

The Conference made the following recommendations:

3.1 On government policies and legislation for localization of training qualification and certification, the Conference recommended that professional associations should play an increased role in advising on various professional requirements in terms of curriculum development, examinations, certifications, accreditation and training of various professionals and co-ordinate their efforts through liaison with government manpower development units in the various countries.

3.2 The role of industry and business in localization programmes: The Conference recommended that industries should not only be encouraged to contribute funds towards training but also provide opportunities for sandwich training and apprenticeship training of various professions.

3.3 Research and related educational input: The Conference recommended that governments of member States should set up research centres to write books and develop relevant teaching materials.

3.4 Formation of consultancy groups: The Conference recommended that professionals engaged in teaching and training should be encouraged to form consortium of consulting groups who could very well operate in "professional centres" for accessibility.

3.5 Maintenance of standards: African governments in collaboration with relevant professional associations and other interested parties should ensure that professional standards are set and reviewed as need be in order to reflect local and international needs.

3.6 Co-operation in the localization of professional examinations, certification and accreditation: In order to enhance subregional and regional co-operation in various technical and professional fields, the Conference felt that there was need to harmonize qualifications and certification in various fields.

#### 4. Follow-up Activities

4.1 A regional conference on localization of professional training, examination and qualifications is being planned for the French-speaking African countries for 1982.

4.2 Following this, a bilingual conference on localization of professional training, examination and qualifications is envisaged to be convened in 1983.

GUIDANCE AND COUNSELLING SERVICES FOR  
CAREER CHOICE AND SOCIAL ADJUSTMENT

Introduction

Guidance and counselling involves facilitating the making of choices of what, how and where to study in relation to one's intellectual, affective and psychomotor abilities as well as the available schooling and future employment opportunities. In this case the process is regarded as educational guidance and counselling which prevails in institutions of learning. Another set of choice is in relation to what job to choose, the rationale behind the choice and where to work: this is to be made in relation to one's potential knowledge and physical match with the job specifications. This process is what is often referred to as occupational, followed by career guidance and counselling as what would prevail in job situations.

Effective guidance and counselling requires valid and reliable test instruments for determining one's intellectual, affective and physical potential on the basis of which guidance towards choices of what to study with what job opportunities in mind can be made. Besides reliable and valid test instruments, those engaged in facilitating this process also require a whole range of information such as study/schooling facilities and the programmes therein, the intellectual and affective propensities as well as the physical and mental state of those they counsel as well as the job markets.

Though guidance and counselling goes beyond education and occupational choices, the purpose of this note is to highlight problems and constraints related to education and occupational guidance the latter of which is referred to as career guidance.

1. Background

The pace of change in developing countries has accelerated rapidly over the last decade. By contrast, the innate hierarchy of individual's needs for satisfaction remain relatively constant and unexplored: a circumstance which compounds the individual's plight in rapidly changing environment thus making problems of vocational and schooling adjustment and adaptation to his work, study as well as schooling environment even more complex. Physical and psychological barriers as well as lack of access to relevant information further limit individual choices of what to study in the course of schooling and what vocation to take on. These widen the differences between educational qualifications in relation to job specifications, motives and other requirements.

It is not enough to help the individual to adjust to the requirements of the student/learning community and labour force. The occupational testing and counselling role is rather to identify the potential and facilitate the growth and development of the person consistent with the potential and the available job opportunities in the job and schooling world.

This change in our environment is also seen in institutions of learning which contain students of every type of social, economic, racial and religious background. These institutions are faced with differences in the mental capacity, social maturity, and interest patterns of their students. The problem is thus beyond merely giving each student academic challenges appropriate to his mental capacity. To ensure equality of opportunity, national institutions of learning have been forced to accept the responsibility for helping each pupil plan and progress towards realistic educational and vocational goals.

Yet, the world of work has expanded to include thousands of occupations which include various changes in positions, tasks and responsibilities in occupational roles. Supply and demand of personnel in the occupations are also changing. The changes affect the availability of people for the labour market. Without the assistance of a well-trained occupational testing and guidance workers, it is difficult, if not impossible, for students, employees and the youth to determine interest and abilities in relation to the everchanging and expanding opportunities available to them in the world of work.

In view of the above, the educational process, employment bureau and the social/community services will need to help the individual in selecting appropriate subjects; making vocational choices and seeking relevant career opportunities for meaningful job satisfaction to be able to solve his social and personal problems and many others.

In realizing the importance of the above services, the concern therefore is about how each country could restructure her educational programmes and employment services to respond to its varying needs and aspirations and those of her citizens through guidance and counselling services including occupational testing and other needed psychological services.

If appropriately provided, these services should help students, youths and employees recognize and utilize their talents, abilities and skills for the good of themselves and of their society. In each of our societies, it is expected except in unusual cases, that each individual makes some contribution. In making this contribution, work is essential as a primary source of income and status and if a person is to feel his self-worth and find his place in life, he must be prepared to function as a worker either for himself in self-employment or in the employment of others. Students, employees and the youth can therefore be helped to understand the importance and relationship of their education, their self-worth, work and its effects on their lives. This type of orientation is necessary if we are to help students, employees and the youth to make their future choices and thus making dreams a reality.

In the light of the above, the concept of occupational testing and career guidance and counselling becomes a critical service to any meaningful system of education, employment services and social/community services. It is only in recent years that the concept is getting the serious attention that it deserves.

## 2. The State of Occupational Testing, Guidance and Counselling Programmes

Occupational testing and educational guidance and counselling services have been acknowledged as a basis for effective career choice and subsequent human resources development. Since early 1960s, African countries have made considerable efforts to set up administrative structures for providing the related occupational testing, guidance and counselling services. In most cases, the usual gesture has been in the form of setting up units. The operational structure has involved the Ministry of Education's Guidance Unit, the Careers Master within the individual school and Ministries of Labour. But the various systems and the operational structure set up has basically served and benefited only a few within the school system and a negligible labour market with attention paid to the urban setting.

In the employment and social community services, there has been almost no attention paid to the employees, the job seekers and those entering the labour market, the school leavers and drop-out youths, who form the bulk of the population of unemployed/under-employed.

Furthermore, information gathering which is necessary for the support of guidance and counselling services, little attention has been given to the development of indigenous tests for determining ability, aptitude, interests and attainment. Current tests are superficially developed in an attempt to meet present needs. They are mostly imported tests and unsuitable for guidance and counselling purposes of Africa.

The present systems in guidance and counselling services set up by most member States is far from adequate in meeting the needs of students still in institutions of learning, the school leavers, drop-outs and the working groups. In order for a country to set up a viable national programme in guidance and counselling services, there is need to create the necessary linkages of the Ministry of Labour, Employment Bureau, Federation of Employers, Test Development Service and the university: all of which are of vital importance to the central structure for its work.

However, to effect this type of an operational structure of linkages with various agencies and to conduct further development in guidance services, all guidance activities in a country may need

to be brought under the leadership of a central unit. The unit should be in charge of and responsible for centrally co-ordinating occupational testing, guidance and counselling activities at the national level. There is therefore the need to train specialist staff (who at present are very few) to man the required services.

### 3. ECA Promotional Activities in Guidance Services

In the light of the foregoing, ECA has undertaken promotional activities involving the appraisal of existing educational, vocational and occupational testing, guidance and counselling programmes. As far back as 1978, studies and field missions as well as national workshops have been conducted. Government priorities and needs have been assessed and policy considerations reviewed with subsequent reports on findings put together.

In addition to the foregoing activities, a Regional Conference on Training Development was held in December 1979 in Addis Ababa. In discussing this subject, the Conference called for the inclusion of a guidance and counselling division in the government central training co-ordinating ministry. It also recommended that occupational guidance counsellors should be an added cadre who would make the policy provisions more comprehensive and assist in the extension of occupational guidance services both for rural and urban school drop-outs and school leavers - males and females alike.

In the course of the promotional activities, the following constraints have become evident:

- lack of integrated planning and policy guidelines on the subject;
- a general weakness in the development and utilization of human resources resulting in wastage and the brain drain due to lack of adequate occupational guidance services;
- lack of suitable indigenous tests thus making the task of determining innate ability, aptitude, interests and attainment difficult;
- there is shortage of personnel trained in occupational testing, guidance and counselling to provide effective educational, vocational guidance and counselling services;
- lack of definitive commitments to the importance and role of vocational guidance service as a basis for developing a career public service;

- most countries accord very low priority to occupational testing and related guidance and counselling services;
- funds for guidance and counselling services are meagre and are absolutely insufficient to carry out an effective programme.

For tackling these problems, the Conference recommended the need to ensure the training of specialized staff to man the service in the various ministries, institutions and private sectors having guidance and counselling programmes. The Conference also urged African governments to include guidance and counselling in the curriculum at various stages of the educational system. As a follow-up to the recommendations made at the Regional Conference on Training Development, ECA has undertaken further field missions and conducted national workshops in expectation of member States to follow suit.

Furthermore, the Lagos Plan of Action recognized "the need to take urgent action to provide the political support necessary for the success of the measures to achieve the goals of rapid self-reliance and self-sustaining development and economic growth." Among the most important components in the Lagos Plan of Action are the development of manpower and institutional capabilities for human resources development. In this connexion, member States will need to design effective programmes to ensure the availability of trained personnel in the field of guidance and counselling and proper utilization of the trained manpower.

#### 4. Action Programmes

Taking into account numerous economic, social and political factors peculiar to every country and the need for commitments of the policy makers, administrators and specialists, particular groups for which the programme is intended, governmental agencies responsible for its implementation have to be identified. In this connexion, a number of action programmes at the national level should be considered if a country is to provide effective guidance and counselling services.

- (a) Programme Development: Member States may need to establish a central administrative body or division in the government ministries responsible for the manpower planning, training and development. The division would be responsible for the co-ordination of the occupational testing, guidance and counselling service activities provided by various ministry guidance units, the universities and private sectors. The ministerial guidance units, the universities or training institutions and private sectors should provide services

such as educational and vocational guidance, collecting and disseminating information about training and occupational opportunities; training staff, conducting research on problems related to the evaluation and advancement of programmes.

- (b) Policies: In order for the above stated infrastructure to operate effectively, there would be need for each country to formulate policies related to financing the programme, co-ordination of the guidance programme with other ministry units, employment exchange, establishing posts and staffing as well as priorities for training.
- (c) Training: One of the greatest needs is to provide a nucleus of trained specialist to man the services required in the various ministry units, training institutions, employment sectors and other private employment sectors. A national survey of manpower training requirement for guidance and counselling specialists will have to be undertaken before a training programme or scheme is set up.
- (d) Orientation of curricula: A good educational system with a built-in guidance system is necessary. Consequently, there is need to include at the teacher training colleges level, guidance and counselling courses. At the primary and secondary school levels, guidance and counselling activities should be included in the schemes of work and timetable to enable career teachers or counsellors provide guidance services within the given school timetable.
- (e) Occupational and other psychological tests: In consideration of the little attention paid to the development of occupational tests and other psychological tests, the need for psychological tests and services in support of guidance and counselling programmes need not be overstated. Member States need to develop case materials and tests valid for use in Africa for guidance and counselling purposes.
- (f) Information Bureau: An information bureau is necessary because information on the structure of employment, various aspects of labour supply and demand as well as job and related training opportunities are needed by individuals seeking for occupational and educational opportunities. The information is also needed by employers, planners within different government departments, school authorities and other persons involved in vocational guidance. This means that closer links have to be established between educational/vocational counsellors, the whole educational system and the employment service. This is to make the



information given in institutions of learning and elsewhere more relevant and more employment oriented. Counsellors must have access to relevant employment market information through the information bureau and other possible sources.

## 5. Conclusion

In order for occupational testing, guidance and counselling programme to succeed, all levels of government, the business community (public and private), the voluntary organizations and the entire community must co-operate in developing, implementing and evaluating the programme. The society must accept the responsibility to provide various opportunities which will allow her citizens to make choices. If opportunities are not available guidance will not be able to function in a vacuum. Hence, the services of trained guidance counsellors are not confined to the educational institutions. Other agencies in the society need the counsellors' services. Counsellors should be able to work in the rehabilitation centres, prisons, hospitals, industries and employment agencies, various business establishments, manpower development ministries, central personnel agencies and other social agencies.