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REPORT OF THE SECOND SESSION OF THE WORKING PARTY ON MANPOWER AND TRAINING (Addis Ababa, 28 October - 1 November 1968)

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INTRODUCTION

1. The second session of the ECA Working Party on Manpower and Training was held at Addis Ababa from 28 October to 1 November 1968, in accordance with Commission resolutions 128(VII) and 175(VIII), setting up working parties for the regular review of important development problems and action taken on Commission resolutions aimed at eliminating these problems.
2. The meeting was organized by the ECA in collaboration with UNESCO, the ILO, FAO, WHO and IDEP. It was attended by eleven national experts from seven African countries who were concerned with manpower planning and training as well as by the representatives of UNDP, UNESCO, the ILO, FAO, WHO, IDEP, OAU, EEC, the United States, the German Foundation for Developing Countries and of GOPA.^{1/} A complete list of participants is contained in Annex II.
3. The meeting was convened to review action taken to implement the Commission's resolutions on manpower and training, including ECA's activities in this connexion during the 1967-1968 biennium; to examine the manpower situation in Africa, particularly the lack of trained national personnel in certain essential fields, and the proposed programmes designed to remedy the situation; to examine the ECA five-year draft work programme and priorities in the field of human resources development and utilization; and finally to make recommendations to the Commission. The agenda of the meeting is shown as Annex I.
4. To assist the Working Party in its deliberations, the secretariat with the co-operation of UNESCO, the ILO, FAO, WHO AND IDEP, prepared a set of working papers, a list of which will be found in Annex III.
5. In his opening speech which is reproduced in Annex IV, His Excellency Dr. Goytom Petros, Minister of State in the Ministry of Planning and Development, Imperial Ethiopian Government, said that planning and effective

^{1/} GOPA: Gesellschaft für Organisation, Planung und Ausbildung m.b.H.

plan implementation of African human resources was an urgent necessity since the development of the vast natural resources of Africa depended on the rate at which skills and competence could be produced and on providing a dynamic and flexible framework in which to utilize available skills. If African countries wished to achieve progress during the Second Development Decade, they must tackle their manpower problems nationally and regionally and find quick solutions. In this connexion, it was important first to make better use of existing qualified staff at all levels by giving them adequate facilities to rise to the height of their capacity. Secondly, African educational systems must be given a new orientation, away from its traditional outlook based on the systems of Western nations, if we are to achieve "functional education", based on the realities of life in the region and having a greater bias towards rural and agricultural development. At the same time, measures must be taken to ensure that the products of African institutions develop positive and constructive attitudes, and that pre-vocational skills are developed and specific skills acquired in the sphere of scientific and technical training. Thirdly, better use must be made of existing enterprises for in-plant and on-the-job training and for up-grading existing cadres and introducing new skills. With regard to high-level skilled personnel, African institutions must elaborate a strategy which will make it possible for Africa to integrate the new technology into African societies, through greater insistence upon the teaching of science and technology. Fellowships and scholarships for developing technical and professional or vocational skills which are critically in short supply must be developed and efficiently administered. He further stressed that it is highly desirable that expatriate staff should take a more active interest in training counterparts on a much higher ratio than the prevailing 1:1 basis. This would provide an "apprenticeship" system for higher level cadres, whereby the less experienced staff could begin to acquire the expertise of expatriate personnel on an ever-widening basis.

6. Finally, the Minister of State declared that he was confident that participants at the meeting would work out appropriate and feasible strategies for the development of Africa's human resource potential. He added that the Ethiopian Government looked forward with great expectation to the outcome of the Working Party's deliberations and wished them every success.

7. On behalf of the Executive Secretary of ECA Mr. P. Rajaobelina, the Deputy Executive Secretary, welcomed the participants to the Working Party and thanked the country experts for having come to the meeting in spite of their heavy commitments, as well as the representatives of the United Nations specialized agencies, of the Organization of African Unity and of those of other organizations for coming to contribute their technical knowledge to the deliberations of the Working Party. If African countries were to rid themselves of poverty and disease, they would need to equip their population with effective skills through education and training. He pointed out that ambitious development plans had, generally speaking, produced disappointing results primarily because member States lacked the specialists capable of making a realistic appraisal of projects and the technicians to properly implement them. Consequently, the shortage of skilled personnel still remained a serious handicap for the African economies.

8. After describing an educational system which seemed capable of producing a better solution to the problems facing African countries in the matter of skilled personnel development, the Deputy Executive Secretary stated that the purpose of the present meeting was to study appropriate means of relieving the lack of qualified African staff and reducing the present dependence on foreign skills. He pointed out that in this connexion the secretariat proposed for the consideration of the Working Party four important measures that could be adopted with some modifications according to national circumstances. They were: (a) inducing employers through individual and co-operative self-help measures to provide training facilities; (b) establishing loan schemes for financing higher education and specialized training; (c) planned use of foreign experts and skills in training nationals; and (d) establishing an African scholarship and fellowship fund for financing training and research in essential fields of development. He expressed the hope that these

proposals would be carefully examined by the Working Party, and invited the participants to consider the central theme, "The Training of National Personnel Needed for Africa's Development". He asked them to propose appropriate recommendations that would provide member States, interested organizations and the ECA with sufficient guidance for planning future action in the field of human resources development and utilization.

9. In conclusion, the Deputy Executive Secretary thanked the representatives of FAO, WHO, the ILO, UNESCO, USAID, the German Foundation and all the other organizations for their continued co-operation with the ECA in training matters. The text of the Executive Secretary's statement is reproduced as Annex V.

10. The following officers of the meeting were elected:

Mr. S.B. Jones (Ghana) - Chairman;

Mr. Mamadou KA (Senegal) - Vice-Chairman;

Rapporteur: In the absence of the elected country expert the secretariat acted as Rapporteur;

Drafting Committee: Ato Seifu Demissie (Ethiopia); Mr. J.M. Byalugaba (Tanzania); Mr. C. Sentongo (Uganda) and Mr. M.B. Givens (Ghana);

Action Programme Committee: Mr. Mamadou Ka (Senegal); Mr. F.I. Oduah (Nigeria); Mr. J.E. Kariuki (Kenya).

11. The participants adopted the provisional agenda without modifications as well as the programme and schedule of work proposed by the secretariat.

CHAPTER I

REVIEW OF ACTION TAKEN ON COMMISSION RESOLUTIONS AND ON THE RECOMMENDATIONS OF THE FIRST SESSION OF THE WORKING PARTY

Action taken by the Economic Commission for Africa

12. The secretariat opened the discussions by indicating that detailed information on ECA's activities in the field of manpower and training, during 1967-68, was contained in document E/CN.14/WP.6/23, and that information relating to action taken to implement specific recommendations of the first session was embodied in document E/CN.14/WP.6/23/Add.1, while document E/CN.14/WP.6/21 provided country information on identified manpower and training problems as well as on steps taken or anticipated for solving them. Further the secretariat summarized ECA's main activities since the first session of the Working Party. It was noted that the secretariat had continued to promote the training of Africans in fields where training was of high priority and to urge member States to train their nationals for accelerated development.

13. In this connexion, it was reported that 40 Africans in 1967 and over 60 in 1968 benefited from training abroad under bilateral fellowships co-ordinated by ECA. The number of participants who benefited under the ECA regular training programme, financed by the United Nations, rose from some 260 in 1967 to over 370 in 1968.

14. In the field of human resources planning, annual training courses in the techniques of manpower training programming began in 1967 with the collaboration of IDEP, the ILO, FAO, WHO, UNIDO and USAID. These courses have made it possible to train 27 Africans between 1967 and 1968. It is expected that this programme will be continued up to 1971 and that some countries would be helped to institutionalize the training in the form of sub-regional human resources research and training centres. Furthermore, assistance by way of advisory services of a Regional Adviser on Manpower Planning was provided to some countries, at their request, in an effort to help them assess their manpower programmes and to offer advice on specific manpower and employment problems. Further a study tour to four

or five countries to get acquainted with manpower planning methods and techniques within an African socio-economic context has been planned for 1969. Similarly, a number of operational studies on manpower identification and projections as well as on education were conducted with a view to rationalizing the formulation and the appraisal of training programmes and policies. The secretariat has published a Directory of African Demographers and a list of experienced geologists, mining engineers and other technical personnel engaged in the development of mineral resources. Similarly, it published and distributed to member States a Roster of African Specialists who are available and willing to offer their services to member States and African universities.

15. The secretariat stated that due to limited staff resources and the need to secure the co-operation of UNESCO on specific action projects little progress had been made in the field of education. However, an ECA/UNESCO Joint Staff Meeting was arranged and it met in April 1967 and July 1968 in an attempt to explore common fields for concerted action. On the other hand, it was not possible to initiate a joint feasibility study regarding an African regional centre for educational research and technology, as it was necessary to await the decisions of UNESCO's General Conference on the evaluation missions' report on UNESCO's Centres and Institutes in Africa in order to determine what further supplementary studies should be undertaken jointly.

16. In conclusion, the secretariat stressed that these achievements were somewhat modest in the light of the magnitude of the task for developing and mobilizing African human resources in an endeavour to develop the continent. Of the limiting factors, the following were indicated:

- Inadequate staffing of the ECA Manpower and Training Section;
- Lack of separate funds in the ECA budget which would make it possible to give support to bilateral fellowships in cases where travelling expenses were not covered, where the best training facilities were obtained in countries not co-operating with the ECA, or where these facilities could be obtained within other African countries unable financially to provide technical assistance;

- The lack of support from some major donor countries for ECA training and fellowship programmes;
- The problem of newly independent African countries with substantial training needs but which have difficulties in finding qualified Africans to take advantage of training opportunities available.

Action taken by member States

17. At the request of participants, the secretariat was led to review briefly the general situation of manpower and training problems in African countries. The secretariat began by recounting the terms of the recommendation on manpower planning adopted by the first session of the Working Party and which urged African countries to establish an appropriate machinery charged with the responsibility for the assessment and planning of manpower as well as for the co-ordination of efforts in the training and utilization of human resources, including the co-ordination of training fellowships and the establishment of vocational guidance services. Progress report was then presented on the implementation of this resolution in African countries as a whole. The report revealed that few African countries have undertaken rational manpower planning and development. In some countries, the very concept of manpower planning was yet to be fully appreciated.

18. Another problem was the shortage of indigenous manpower planners. In many African countries this task is frequently assigned to groups of foreign experts whose accepted recommendations may not be implemented for lack of trained indigenous personnel to carry them out. In some countries the machinery for manpower planning is located in the Prime Minister/President's Office; in some others, it is located in the agency/ministry responsible for overall economic development planning. Whatever the system adopted, it was noted that the most important thing was the degree of co-ordination in human resources activities. In this connexion, it was observed that the establishment of an inter-ministerial committee charged with the co-ordination of national manpower activities as well as those of various institutions and foreign experts would be very desirable. It was also stated

that there was acute shortage of trained personnel at all levels in most African countries, except in a few countries such as Dahomey where the economy has not fully absorbed all available trained personnel, and in Nigeria and the UAR where there are surpluses in certain particular categories. In conclusion, the secretariat indicated that there was still a great deal to be done in African countries in the field of human resources development, but stressed that it was above all a matter for African countries themselves to take appropriate action.

19. The country experts then made brief statements on particular manpower and training problems in their countries, as well as on the steps undertaken and envisaged for solving them. More comprehensive country statements in this respect are embodied in document E/CN.14/WP.6/21/Add.1. These statements revealed that the countries participating in the Working Party were faced, in varying degrees, with similar manpower and training problems and that the solutions proposed were very much related. In this regard, there was a consensus of agreement on the unsuitability of the educational systems, the shortage of trained personnel, particularly in the scientific and technological fields, the heavy dependence on foreign skills, which tends to be costly for the receiving countries, the problem of unemployed school-leavers due to lack of qualifications suitable for the needs of the labour market, etc. Solutions proposed may be summarized as follows: educational reform through a radical modification in the scope and orientation of school curricula with a view to according prominence to the teaching of agricultural, scientific and technical subjects; intensive recourse to the use of various methods for accelerated training so as to train rapidly the needed skilled personnel; adoption of a phasing-out plan of dependence on foreign skills; the recruitment of expatriates to train national counterparts; and the development of agricultural settlement schemes to offer profitable employment to young school-leavers.

Action taken by specialized agencies

20. The representatives of the specialized agencies and other organizations taking part in the session of the Working Party made brief statements pertaining to their activities in the field of human resources development in

Africa. In his statement the UNESCO representative drew the attention of the Working Party to the resolutions at the last Conference on Education and Scientific and Technical Training in Relation to Development in Africa held at Nairobi, and particularly that which requested UNESCO, ECA and OAU to collaborate in a study aimed at readjusting the objectives of the Addis Ababa Plan. He then indicated that the activities of the UNESCO Regional Group for the Planning and Administration of Education could help in solving problems confronting African countries.

21. The WHO representative, after having defined the major task of his organization in providing assistance for the training and preparation of medical personnel, referred participants for further information on its various activities to documents E/CN.14/WP.6/19 and Add.1, submitted for the consideration of the Working Party. A special reference was made with regard to the resolution of the twenty-first World Health Assembly on Training of National Health Personnel (Res.WHA 21.20), requesting the Director-General to suggest to the regional committees at their meetings in 1969 to undertake an analysis of the problems of training for the health professions and auxiliaries.

22. The ILO representative indicated that since the last session of the Working Party in which his Organization took part, the ILO has intensified its activities in vocational training, manpower planning and employment statistics and research etc. Although 40 per cent of the current ILO technical assistance projects were in African countries, the representative declared there was still a great deal to be done in this region and that there was need to double, indeed triple the efforts, if the needs were to be met. It is important, he stressed, to evolve an appropriate strategy geared to human resources development in Africa; he further stressed that special attention should be paid to development problems in the rural areas.

23. The representatives of other organizations also made statements to describe briefly the activities of their organizations as related to human resources development.

CHAPTER II

DEVELOPMENT AND UTILIZATION OF HUMAN RESOURCES FOR ECONOMIC AND SOCIAL DEVELOPMENT IN AFRICA

24. The secretariat introduced the discussion by stating that the subject was to be considered under three sub-headings:

- The development and utilization of Africa's human resources;
- Africa's manpower situation: fields and types of shortages or surpluses; requirements for the implementation of sub-regional industrial projects and the problem of increased reliance on foreign skills;
- Manpower and training requirements for agricultural development.

(i) The development and utilization of Africa's human resources

25. For the discussion of the problem of human resources development and utilization in Africa, the Working Party had before it four background documents, viz: - E/CN.14/WP.6/17 and E/CN.14/WP.6/18, E/4353 Add.1 and E/4483 and Corr.1. The secretariat drew the attention of the Working Party to the sections of the Secretary-General's report (E/4353) which dealt with the need for developing countries to plan rationally the development and use of their human resources for economic and social development; to formulate and implement human resources development programmes as an integral element of the overall national development plans; and for all agencies or national bodies engaged in human resources development to co-ordinate their efforts at both the international and national levels and to undertake concerted action in this regard.

26. At the present level of her development, Africa cannot afford to promote education for its own sake. It is an economic necessity to ascertain that there exists a relationship between educational expenditure, manpower needs, and what the country can afford. In document E/CN.14/WP.6/18 an attempt has been made to relate the cost of expanding educational facilities to the contribution of that investment to increased national income and the economic capacity of the country to bear the costs of education.

27. In formulating a national strategy and general policy for human resources development, it is important, the secretariat declared, to consider inter alia the following:

- The need for effective preparation of young school-leavers for employment and the creation of adequate opportunities for their productive employment;
- The need to create productive jobs for the unemployed labour force in the urban areas;
- Improved quality of human resources through education and training, better health and nutrition, improved housing etc.;
- The methods for eliminating social, cultural, environmental and psychological barriers to development and inducing acceptance of needed changes and innovation;
- The adoption of effective techniques for education and manpower planning and the establishment of central machinery to promote concerted action in human resources development;
- The formulation of appropriate programmes for reducing "brain-drain" and to encourage highly qualified nationals to serve in their own country;
- The importance of national and regional self-sufficiency in human resources through the local production of skilled manpower and through inter-African co-operation in the development and the utilization of training and research in specialized fields.

28. In conclusion, the secretariat invited the Working Party to discuss the means for ensuring more effective utilization of the region's human resources, whether skilled or unskilled, for the attainment of national and sub-regional development goals. Concerted action among the various national organizations concerned with human resources development was emphasized.

29. The UNESCO representative presented the working paper E/CN.14/WP.6/26. In his presentation, he declared that there was an educational crisis which was world-wide and not peculiar to Africa. However, he stressed that the causes and effects of this crisis differed in Africa as compared with the developed countries. In Africa the problems were due chiefly to three factors:

- Internal wastage within the educational system;
- Difficulties in matching training with employment requirements which call for co-ordination between manpower and educational planners;
- The non-acceptance of innovations by educational planners and the resistance of rigid administrative structures.

30. The educational systems in Africa, the UNESCO representative stated, have not a sufficient efficiency. Wastage rates were high, school outputs low and consequently the unit costs were very high. The main causes of this situation were sociological, structural and psychological. It was a serious problem to which UNESCO intends to devote the greater part of its future studies.

31. With regard to the difficulties of relating training to employment, the UNESCO representative remarked that the needs of an economic system are not identical with the entire educational needs of a society; that education particularly in African countries was fraught with under-employment; that the approach to educational planning in terms of manpower needs was subject to criticism because it assumed that professional qualification was the objective of education; and that education was measured in years of studies, thus taking no account of the education acquired outside the school system.

32. In conclusion the UNESCO representative indicated that educational reforms implied the acceptance and development of innovations. But innovation in education was difficult because education was not transformable by capital, for there existed no readily measurable relation

between invested capital and output in the field of education. Therefore there was no need to find ways and means to foster innovations in the field and a solution to the problem would be the establishment of a far-sighted and dynamic educational administration staffed with competent personnel. Hence the importance of the training of educational planners.

33. During the discussion which followed the presentations made by the secretariat and the UNESCO representative it was pointed out that in the present state of development in Africa she could not afford the sort of education which would not directly promote the economic objectives of the region. As regards the difficulties of matching training with employment, it was of the utmost importance to develop practical means for fostering co-operation between manpower and educational planners. It would in fact appear that the difficulties arose mainly from a lack of communication between the two professional groups. The difficulty of translating manpower requirements into educational terms was accentuated by the lack of statistical data on employment. Consequently, it was suggested that the ECA, UNESCO and the ILO could assist member States in the compilation of adequate statistical data for better manpower planning.

34. The Working Party took special interest in the secretariat's suggestion for the exchange of highly skilled personnel from countries which can spare them to countries needing them as a method of promoting inter-African co-operation. It was pointed out that many difficulties had still to be overcome before such a proposal could be effectively implemented. It was therefore suggested that ECA should investigate the idea more closely in order to indicate what practical means there were for putting it into effect.

35. As regards strategy and policies for human resources development and use, it was observed that, generally, most African countries were not making the maximum use of their trained staff. It would seem in particular that a number of trained staff were not being used in fields in which their acquired knowledge could be more effective and more productive.

36. Finally, it was observed that manpower planning is of an interdisciplinary character. If it is to be effective it should involve all sectors, all sciences, all persons and institutions having to make decisions. Moreover, planning is a continuing process which has to take into account the elements of change and growth in a country or region. Consequently, it was stressed that it is important to establish in each country an organization for co-ordinating the activities of all the institutions which are concerned with manpower problems at the national level. It was suggested that ECA might play a co-ordinating role in the activities of international agencies concerned with the development and use of human resources in Africa.

(ii) Manpower situation in Africa

37. In presenting document E/CN.14/WP.6/22 and Add.1, the secretariat drew the attention of the Working Party to skilled manpower requirements for implementing industrial programmes in the East and West African sub-regions; and to the growing dependence of Africa on foreign skills, and the consequences it entailed. After stressing the importance of industrialization as a factor for economic development, the secretariat enumerated various factors which influenced the demand for skilled personnel in the industrial sector, and which make it difficult to arrive at a precise estimate of requirements, such as technological development, types of products, scale of enterprise, and relative availability and cost of personnel at various levels of qualification. In spite of these uncertainties an attempt was being made to estimate the qualified staff necessary for implementing sub-regional industrial programmes. Document E/CN.14/WP.6/22 contains the results of this exercise which aims essentially at determining the magnitude of the training task the various sub-regions would have to face.

38. It was pointed out that the existing trained manpower resources in Africa are dominated by a substantial proportion of expatriate staff, especially at the higher levels of the technical and scientific professions. Present trends indicate that with the economic development of African countries the proportion would increase. The use of foreign skills, therefore does not provide a lasting solution to the problem of manpower shortage.

because foreign skills are costly and their supply is also limited. It was therefore important that African countries should seek their own solutions for reducing any dependence on foreign skills.

39. The WHO representative introduced document E/CN.14/WP.6/19 and Add.1. He said that health problems were of particular concern to Africa. It was therefore necessary to expand training programmes in Africa for health personnel at all levels. A new orientation towards prevention and total community health care should be worked out so that maximum value could be obtained from health services. Care must be taken not to rely too much on international norms, since training must reckon with requirements that cannot be met by a rigid pattern of standardization. In any training scheme account must be taken of local structural patterns and practices. After stressing the special importance of auxiliary personnel in the health services in Africa, the WHO representative expressed the hope that the short- and long-term plans of the health services would be re-examined and adapted to the special circumstances of Africa.

40. During the discussion the Working Party emphasized the seriousness of over-reliance on foreign skills, and the need and urgency for African countries to take action to reduce such dependence. Care must be taken, however, in carrying out this task. It is important to distinguish between foreign skills which are already competing with indigenous cadres, and those which would still be needed for a long time to come. The Working Party pointed out that it was most advisable for a country to plan the extent to which reliance must be placed on foreign skills and suggested that a central national body should be set up to control the recruitment of expatriate personnel.

41. The IDEP representative stated that the Institute's contribution in the field being discussed by the Working Party was in the form of a course on development and planning of human resources given to nationals from member States. The structure of the course is outlined in document E/CN.14/WP.6/25. The approach in this course is a multi-disciplinary one. Improving the quality of human resources is considered to be both the prerequisite and the object of development. From that angle, the knowledge and skills

available in the community, the level of health, the aspirations and attitudes to change are taken into consideration. The main target set by such a course is to enable participating senior civil servants engaged in all activities bearing on human resources to have a better understanding of their respective fields, their common problems and common aims, with a view to facilitating integrated action in this field.

(iii) Manpower and training requirements for agricultural development

42. Introducing the discussion on this subject, the FAO representative started by stating that traditionally, the Organization has been preoccupied with food production, but has also had an active programme of education and training in fields such as forestry, fishery, agricultural commodity marketing, agricultural co-operation, agricultural extension, etc. Owing to the importance of the human factor in development, and especially under the Indicative World Plan, it was stated, FAO has become actively concerned with human resources planning. The FAO representative introduced document E/CN.14/WP.6/24 which gives estimates of trained manpower required for agricultural development in 24 African countries South of the Sahara. He drew the attention of the Working Party to the definition and scope of the study. In this connexion, he further stressed that estimates of manpower requirements for agricultural development were limited to personnel requirements at the professional and technical or medium levels. The problems of manpower for the agricultural sector as a whole and productivity in agricultural operations were not dealt with in the paper.

43. It was generally observed that African countries would face by 1985 an acute shortage of skilled agricultural personnel. To illustrate the acuteness of this shortage, participants at the Working Party were called on to consult the tables in the document under study, notably those pertaining to the comparison of estimated total requirements for agricultural personnel by 1985 and the output of trained personnel

44. It was stated that the study of the structure of agricultural services in many African States revealed a large number of categories, and within these categories a multitude of grades. This arises from the historical development of general education. In raising the standards of recruitment for agricultural training institutions, care must be taken to ensure that entrants from rural areas, where poorer facilities for secondary education generally exist, are not thereby penalized. If this happened, many who enter the agricultural services would be unfamiliar with agricultural practices and with conditions of life in the rural areas. Hence the need to consider carefully the entry qualifications for agricultural training. In this connexion, the planning and content of agricultural education and training should be guided by the nature and scope of the work to be performed after training.

45. In conclusion, it was explained that to cope effectively with this manpower shortage, it is essential to formulate a manpower strategy embodying the following:

- Better utilization of existing personnel;
- Training and promotion of existing personnel in the agricultural services;
- Analysis of the administrative structure of agricultural services;
- Appraisal of the salary scales and evolving of suitable incentives;
- Increase in the output of local training institutions;
- Use of appropriate overseas training opportunities.

46. In the discussion which followed the statement by FAO's representative, the participants endorsed the principles and methodology used for the study, and recommended that they should be extended to other fields, and particularly to those African countries not covered by the study. It was also observed that any suggestion made to lower entry qualifications for agricultural training must not result in any discrimination in education against rural children.

Another remark was that incentives and bonus systems to induce people to work in agriculture-oriented occupations, while desirable, might not be feasible considering the expenses involved. Participants were inclined to think that the best thing would be to make life in the country-side more attractive.

47. A further problem raised was that of under-employment in the rural areas. As it was observed that the greater proportion of the rural inhabitants were illiterate, the question was raised whether university graduates are required to teach them. It was agreed that careful study must be given to the appropriate level of training for extension workers.

48. It was pointed out that FAO does not recommend any educational discrimination between children in the rural areas and children in the towns. However, the Organization considers it particularly important that in meeting the personnel needs of the agricultural services, there were other criteria to be considered in addition to the standard of formal school education. With regard to staff incentives, it was observed that governments should ensure that there is no unfair discrimination against the agricultural services. In reply to another question, it was suggested that in the course of time, the development of producers' organizations and commercial enterprises should make it possible to reduce the financial load on the public authorities.

(iv) Proposed African jobs and skills programme

49. The ILO representative indicated that at its meeting in Dakar in October 1967, the ILO African Advisory Committee, considering the resources of the employment situation in Africa, had asked the ILO to prepare proposals for a jobs and skills programme for Africa. Such a programme would form part of the World Employment Programme that the ILO is launching in 1969, which would also incorporate employment programmes that are already being set up in Latin America and the Caribbean and in Asia.

50. The broad aims of a jobs and skills programme would be for African countries to strengthen their activities relating to employment and manpower and thus bring about a significant reduction in unemployment problems during the 1970's. The ILO representative indicated that many African countries need to improve their administrations and techniques for various aspects of employment and manpower planning and policy making. In the cities and towns they need to expand and improve the quality of training and higher and technical education of many types and to develop more and better managers and entrepreneurs, particularly for small-scale industries. There is a very great need to develop the manpower in the large rural areas, by simple training and by necessary and often not expensive improvements to administrative organization, facilities etc. If this is not done much of the African population will continue to be by-passed by social and economic development and not be able to contribute to it or share in its fruits.

51. The ILO is prepared to greatly increase its efforts to help African countries achieve these ends. It would strengthen, as necessary, the technical assistance it provides to individual countries. It would also set up a regional team of specialists in various aspects of employment and manpower matters to visit individual countries to help them make improvements and select and set up projects in urban and rural areas. Such a team, the ILO representative indicated, could bring wide experience of the possibilities of success with different types of projects; it would itself examine in detail the experience with projects in various African countries, and experience with projects in Latin America and Asia would be available from the studies of the ILO teams in those regions.

52. The ILO representative added that there would be consultations with individual African countries about details of the proposed programme. Specific proposals would then be submitted to the ILO African Regional Conference which will meet in 1969. Some preliminary work could be undertaken in 1969, however, a regional team could not be installed and the programme got properly in progress before 1970.

53. The Working Party noted the programme proposed by the ILO. Some participants pointed out that the programme could help African countries themselves to formulate job-creating projects.

54. The secretariat declared that ECA noted with satisfaction the co-operation proposed by the ILO. In the ECA's opinion, the programme deserves to be favourably considered, hoping that:

- The programme would effectively assist in the creation of jobs in the rural areas hitherto neglected;
- Its formulation would receive the effective support of interested organizations so as to ensure maximum efficiency;
- Its aim would be clearly stated before the meeting of the ILO African Advisory Committee so as to enable committee members to make informed contributions in discussing the programme;
- ECA would be given the opportunity to participate in the formulation of the programme.

CHAPTER IV

PROVISIONAL DRAFT WORK PROGRAMME AND PRIORITIES IN THE FIELD OF HUMAN RESOURCES DEVELOPMENT, 1969-1973

55. The secretariat submitted for the consideration of the Working Party a draft Work Programme and Priorities for the coming quinquennium. The general objective of the programme, the secretariat declared, was to assist member States to mobilize their human potential for economic and social development. To this end, it was stated that top priority would continue to be accorded to training.

56. With regard to the orientation of the programme, it was said that the main features were inter alia

- Concentration of fellowships and training in critical fields of manpower requirements, including the needs in the private sector;
- The training of trainers with the aim of generating a dynamic multiplier effect for the benefit of local training;
- Closer co-operation with the appropriate specialized agencies as well as with bilateral donors concerned with the development of Africa's human resources.

57. Summarizing the substance of the programme, the attention of the Working Party was drawn to manpower studies proposed to be conducted by the ECA Manpower and Training Section during the next five years, namely:

- Identification of trained manpower requirements in Central and North Africa;
- Identification and evaluation of manpower requirements in the major sectors of economic activity;
- Evaluation of the numbers and output of university graduates in relation to manpower needs;

- Evaluation of the numbers and output of secondary and primary education products in relation to middle-level trained manpower requirements;
- Studies relating to under-employment of the capacity of educational institutions in Africa in relation to the need for inter-African co-operation in the utilization of these facilities.

58. In addition to the specific projects, it was stated that a Regional Adviser in Human Resources Development would be attached to the Manpower and Training Section by 1970. His services will be made available to member States at their requests.

59. The draft work programme was then discussed fully, and several questions were asked. First of all, anxiety was expressed that the philosophy of the programme was not clear from the reading of the document. Some projects in the programme, particularly with regard to public administration, were considered as duplication. It was observed that the programme would be out of proportion to the material and human resources at the disposal of the ECA, even if all the specialized agencies and bilateral aid agencies would be willing to help. Some participants wanted to know whether there existed within ECA some co-ordination system in the formulation and the implementation of programmes. It was also asked how the identification in the critical fields was made and what were the relations between these fields and the projects in the Work Programme. The industrial sector programme was considered weak in relation to its role in economic development.

60. Noting that the draft programme embodied several projects within the fields of interest to his Organization, the UNESCO representative expressed the hope that their elaboration and implementation would be the subject of close consultation and co-operation between their two Organizations. The ILO representative noted that the programme contained a number of projects, the implementation for which his Organization could consider continuing its co-operation: he added that in training, the courses organized within the framework of World Employment Programme seemed to promote a possible additional co-operation between the ILO and ECA. The representatives

of certain aid-giving agencies, notably the European Economic Community and the German Foundation declared that the programme covered elements which were within the framework of their organizations' operation and request of EEC associated countries and co-operation in them might be well received. To this end, the secretariat was requested to address the final programme to the agencies in question.

61. The secretariat explained that the draft programme under study was only a part of the ECA programme, and that its philosophy was based on the philosophy of the overall programme of the Commission. It was further explained that the co-ordination system of ECA rested on two committees and two sub-committees viz., the Policy Committee and the Programme Review Committee. The latter was sub-divided into a Technical Assistance Sub-Committee and a Training Sub-Committee which collaborate in the formulation of programmes. It was also indicated, in reply to a question, that the critical manpower needs of Africa were identified from information derived from studies, seminars, working parties, selected information from publications of member States, data collected by missions of ECA Regional Advisers and data related to the stock of expatriate personnel in member States.

62. In conclusion, the secretariat, on behalf of the ECA, thanked the Organizations which had pledged their possible co-operation and assured them that the final draft work programme would be communicated to them for consideration. It was further stated that note had been taken of the observations made and the Working Party was further assured that these observations would be taken into consideration in revising the programme before its submission to the Commission's ninth session. The draft programme was then endorsed by the Working Party.

CHAPTER V

PROGRAMME PROPOSALS FOR MEETING AFRICA'S REQUIREMENTS OF CRITICAL MANPOWER NEEDED FOR DEVELOPMENT

63. The Action Programme Committee of the Working Party met on Wednesday 30 October 1968 under the chairmanship of Mr. Mamadou Ka of Senegal to consider various proposals put before it by the secretariat as well as by participants. After the secretariat had summarily outlined the scope and purpose of the main proposals elaborated in document E/CN.14/WP.6/20, the Committee proceeded to consider them item by item. It also took into consideration the various suggestions for action made during plenary meetings. After a full-scale discussion of the various proposals and suggestions the Committee agreed on, and submitted to the Working Party a number of recommendations for action by member States as well as by international organizations. These recommendations were further examined by the Working Party in a plenary meeting which after some amendments, adopted them for submission through the Executive Secretary to the ninth session of the Commission for due consideration.

Recommended action programme

1. The Working Party recommends:

- (i) That the United Nations and its specialized agencies should draw up appropriate medium-term programmes in training based on the indicated needs and requirements of member countries in critical areas of manpower and training; and
- (ii) That the United Nations and its specialized agencies should consider providing technical assistance to member countries in strengthening and improving national and regional training institutions with emphasis on the development of specific courses to meet national or regional manpower demands;

2. Recognizing the key role of trainers and training institutes in manpower development and the need for trainers to keep abreast of developments in modern techniques and methods of training, recommends that the ECA, in collaboration with interested international organizations, African governments and institutions and bilateral agencies, initiate a feasibility study on the nature, functions, scope and establishment requirements of, and need for, regional and/or sub-regional centres of teaching materials and human resources research, and if justifiable, seek assistance from the Special Fund, specialized agencies, bilateral and other organizations as well as from host African governments for the purpose of establishing such centres to provide facilities for African trainers' workshops, and for courses in human resources planning;
3. Considering the crucial role of middle-level and technical personnel and other categories of skilled manpower in the process of economic development, and recognizing the general shortage in African countries of these categories of manpower and its implications for development programmes, recommends that member States consider adopting feasible measures and practical programmes of accelerated local production of these categories of personnel to meet the demands of their economies, and that private employers of labour be more closely involved in these programmes, if possible by obligatory contributions to training through levies, taxes, etc.;
4. (i) Noting the heavy reliances on foreign skills by several member States and the cost and risk involved by such dependence, recommends that member States adopt appropriate measures to ensure effective supervision and periodic evaluation of the implementation of the training and employment provisions in foreign investment agreements so that the operation of these clauses forms a vital and integral part of the national policy and strategy of manpower development, training and utilization; and

(ii) That for this purpose, member States should consider the establishment of special panels consisting of representatives of arms of government with responsibility for manpower planning, technical training, labour and employment, charged with the continuing task of examining prevailing practices and devising patterns to eliminate processes and practices that directly or indirectly through preferences for foreign skills, hinder the realization of the objective of the employment of nationals and the development of indigenous manpower;

5. As a means of meeting critical manpower shortages at the higher level, recommends that member States should consider the merits and possibility of establishing revolving loans funds, alongside with, and supplementary to existing scholarship schemes, to provide further opportunities for nationals to train in areas of manpower shortage; and that the extent of loans and of loans repayment should vary with the priorities, circumstances and policies of individual member States.
6. Conscious of the need to train African specialists and research fellows in the technical, professional, and managerial fields and the desirability to develop an African research corps in the fields of technology, industry and agriculture, recommends that the ECA, in consultation with member States, and in collaboration with the Association of African Universities and other organizations operating scholarship programmes for Africans, considers the feasibility of establishing an African scholarship and fellowship fund with the aim of:
 - (a) Financing the training of Africans needed in specialized fields mainly for the implementation of regional, sub-regional and national development projects;
 - (b) Providing support for the development and growth of "centres of excellence" among African institutions for research and training in specialized fields by financing qualified persons from other African countries for studies in these centres;

(c) Providing the means for financing special work-based training for Africans in Africa and in overseas institutions and industrial establishments; and

(d) Providing the means to enable African experts to participate in training seminars, and study tours conducted overseas by international organizations.

7. (i) Bearing in mind the inability of several African countries to take action on Commission resolution 125(VII) operative paragraph 2(a) and (b) calling for the establishment of adequate organizational arrangements for the purpose of formulating programmes for effective manpower development on a nation-wide basis, recommends that the ECA, the ILO and other interested international organizations and bilateral agencies, undertake intensified action in providing technical assistance to member States concerned for the purpose of developing national machineries for the formulation of programmes for manpower development and utilization on a continuing basis;

(ii) Recognizing that lack of comprehensive and up-to-date manpower data seriously handicaps meaningful and effective manpower planning action in most African countries, recommends that more technical assistance should be provided to member States lacking the personnel and facilities for the collection and processing of manpower and employment data; and

(iii) Further recommends that the ECA should evolve an appropriate machinery for following up action on the resolutions and recommendations of the Commission, indicating to member Governments what specific action needs to be taken and encouraging and assisting them to take the necessary action in accordance with the circumstances and requirements of each country.

8. Conscious that within its terms of reference it has dealt with one aspect only of an overall problem, i.e., mainly manpower utilization and training as against the wider issues of human resources development and employment in all fields; and that major urgent issues are the problem of human resources in the very large rural sector, and the problem of youth unemployment in all sectors, recommends that African governments and international organizations continue, broaden and intensify their efforts towards a better understanding of these problems and integrated action for their reduction.

CHAPTER VI

CONCLUSION

64. In concluding its task, the Working Party expressed its appreciation of the services rendered by the officers of the meeting and the contributions of members, consultants and the representatives of the specialized agencies and bilateral and other organizations. It expressly requested to be recorded its appreciation of the efforts of the secretariat in promoting manpower planning action in the region and of the very effective manner in which the business of the Working Party has been organized. It further suggested that the secretariat should consider an appropriate procedure for evaluating the achievements of the meeting and for follow-up action so that future meetings of the Working Party could be more effective, notwithstanding the very successful organization and work of the second session.

ANNEX I

AGENDA

1. Opening of the meeting
2. Election of officers
3. Adoption of the agenda and organization of discussions
4. Review of action taken on relevant resolutions adopted by the Commission at its eighth session and ECA's activities in the field of manpower and training during the biennium
5. The development and utilization of human resources for economic and social development in Africa
6. Action programme proposals for meeting Africa's requirements of critical manpower needed for development
7. ECA work programme and priorities in the field of manpower and training, 1969-73
8. Adoption of recommendations and report to the ninth session of the Commission

ANNEX II - ANNEXE II
LIST OF PARTICIPANTS
LISTE DES PARTICIPANTS

I. Country Experts - Experts nationaux

Ethiopia / Ethiopie

Ato Seifu Demissie:	Ministry of National Community Development and Social Affairs Addis Ababa
Ato Asfaw Demas:	Ministry of Planning and Development Addis Ababa
Ato Tesfaye Wolde Yohannes:	Ministry of Planning and Development Addis Ababa
Ato Assefa Gabre Giorghis:	Ministry of Education and Fine Arts Addis Ababa

Ghana

Mr. S.B. Jones:	Senior Assistant Secretary, Ministry of Economic Affairs, Accra, Ghana
Mr. M.B. Givens:	Manpower Adviser, Ministry of Economic Affairs, Accra, Ghana

Nigeria

Mr. F.I. Oduah:	Senior Assistant Secretary, National Manpower Board, Lagos, Nigeria
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Senegal / Sénégal

M. Mamadou KA:	Sous-Directeur du travail et de la main-d'oeuvre Ministère du travail et des affaires sociales B.p. 2053, Dakar, Sénégal
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Tanzania / Tanzanie

Mr. J.M. Byalugaba. Director of Training and Recruitment
President's Office
Central Establishment Division
P.O. Box 2483,
Dar-es-Salaam, Tanzania

Uganda / Ougandan

Mr. Colin Sentongo Economist,
Ministry of Planning and Economic
Development (Manpower Planning Division)
P.O.Box 13, Entebbe, Uganda

II. United Nations Organization - Specialized Agencies

Organisation des Nations Unies - Institutions spécialisées

UNDP Mr. G.M. Kozhevnikov: Deputy Resident Representative,
UNDP, Addis Ababa, Ethiopia

FAO Mr. R. Rowat: Manpower and Training Officer
(IWP), Rural Institutions Division
FAO, Rome

ILO/OIT Mr. F.W. Mahler: Manpower Planning and Organization
Branch
ILO, Geneva

Mr. W. Churchward: Regional Adviser on Vocational Training
ILO Regional Office
Addis Ababa

UNESCO Mr. A.J.A. Elliott: UNESCO Chief of Mission to Ethiopia
Addis Ababa

Mr. N. Bodart: Deputy Director UNESCO Regional Centre
Dakar, Senegal

WHO/OMS Dr. J. Vyschlid: Medical Officer,
WHO Regional Office for Africa,
Brazzaville, Congo

III. African Institute for Economic Development and Planning

Institut africain de développement économique et de planification

Mme Dussauze Ingrand: IDEP, Dakar, Sénégal

IV. Organization of African Unity

Organisation de l'unité africaine

Mr. Farah Warsama: Chief of Economic Section,
Department of Economic and Social
Affairs

V. Other Organizations

Autres Organisations

EEC/CEE M. Hans Von Scholz: Administrateur
Direction générale de l'Aide au
développement.
Commission des communautés
européennes
Bruxelles, Belgique

German Foundation for Developing countries

Fondation allemande pour les pays en voie de développement

Dr. R. Echterhölter: Federal Ministry of Labour and
Social Affairs
Bonn

Gesellschaft für Organisation, Planung und Ausbildung

(GOPA) Mr. H.J. Drews: Industrial Economist,
GOPA, Neu-Isenburg,
Buchenbusch 18, Germany

USA

Dr. Edward W. Brice: Special Assistant to the Secretary
of the Department of Health, Education
and Welfare
Washington 25 DC

Miss Marjorie S. Belcher: Attaché for Regional Economic Affairs
Embassy of the United States of America,
Addis Ababa

VI. Consultants

Dr. Edward W. Brice:

Special Assistant to the Secretary of
the Department of Health, Education
and Welfare,
Washington 25 DC, USA

Mr. J.E. Kariuki:

Principal, Kenya Institute of Administra-
tion, Lower Kabete, Nairobi, Kenya

VII. Secretariat

Secrétariat

ECA/CEA

M.P. Rajaobelina:

Deputy Executive Secretary

M.L. Senghor:

Secretary of the Commission

Mr. J. Riby-Williams:

Director
Human Resources Development Division

Mr. S.I. Edokeyi:

Head, Manpower and Training Section

Dr. A. Banjo:

Head, Science and Technology Section

Mr. Makonnen Alemayehu:

Acting Deputy Director,
Industry and Housing Division

M.Y. Van den Reyse:

Chef du Service des Statistiques
démographiques et Sociales

Mr. H.S. Belay:

Agricultural Economic Affairs Officer
ECA/FAO Joint Agricultural Division

Mr. St. G.C. Cooper:

FAO Regional Officer
ECA/FAO Joint Agricultural Division

Mr. S. Van der Wielen:

Associate Expert
Public Administration Section

Mr. W. Plawecki:

Economic Affairs Officer
International Trade Section

Dr. A.K.M. Zikry:

Regional Adviser of Manpower Planning
Manpower and Training Section

Mr. A. Baba-Moussa: Economic Affairs Officer
Manpower and Training Section

Mr. I.J. Balaba Social Affairs Officer
Social Development Section

Mr. J. Quirino-Lanhounmey: Chief Rural and Community Development
Unit, Social Development Section

Mrs. N. Dassios: Senior Secretary
Manpower and Training Section
(Secretarial and documentation services)

Interpreters

Miss Barrack Dorin

Mrs. Visier Denise

ANNEX III - ANNEXE III

LIST OF DOCUMENTS

LISTE DES DOCUMENTS

- | | |
|-----------------------|---|
| E/CN.14/WP.6/16/Rev.1 | - Revised Provisional Agenda |
| | - Ordre du jour provisoire révisé |
| E/CN.14/WP.6/17 | - Points Worth Noting in the Report of the Secretary General on Development and Utilization of Human Resources in Developing Countries, by the secretariat |
| | - Points saillants du Rapport du Secrétaire général sur la mise en valeur et l'utilisation des ressources humaines dans les pays en voie de développement. Par le secrétariat |
| E/CN.14/WP.6/18 | - Africa's Economic Transformation and implications for Educational and Manpower Development by the secretariat |
| | - La transformation économique de l'Afrique et ses conséquences pour le développement de l'éducation et la formation de la main d'oeuvre. Par le secrétariat |
| E/CN.14/WP.6/19 | - Health Manpower in the African Region by Dr. J. Vysoklid (WHO) |
| | - Le personnel sanitaire dans la région africaine. Par Dr. J. Vysoklid (OMS) |
| E/CN.14/WP.6/19/Add.1 | - Health Manpower in African Countries in the WHO Eastern Mediterranean Region by Dr. J. Vysoklid (WHO) |
| E/CN.14/WP.6/20 | - Programme Proposals for Meeting Africa's Requirements of Critical Manpower Needed for Development, by the secretariat |
| | - Projet de programme d'action destiné à satisfaire les besoins de l'Afrique en personnel dans les branches essentielles au développement. Par le secrétariat |

E/CN.14/WP.6/21

- Identified Manpower and Training Problems in Africa: Status Report by the secretariat
- Problèmes de main-d'oeuvre et de formation identifiés en Afrique: Rapport circonstancié. Par le secrétariat

E/CN.14/WP.6/21/Add.1

- Identified Manpower and Training Problems in Africa: country reports
- Problèmes de main-d'oeuvre et de formation identifiés en Afrique.

E/CN.14/WP.6/22

- Africa's Requirements of Trained Manpower in Critical Areas of Development, by the secretariat
- Les besoins de l'Afrique en main-d'oeuvre dans les domaines critiques du développement. Par le secrétariat

E/CN.14/WP.6/23

- Report on ECA's Activities in the Field of Manpower and Training 1967-68 (first part) by the secretariat
- Rapport sur les activités de la CEA dans le domaine de la main-d'oeuvre et de la formation 1967-1968 (première partie) -- Par le secrétariat

E/CN.14/WP.6/23/Add.1

- Report on ECA's Activities: Action taken on the recommendations of the first session of the Working Party on Manpower and Training and on Commission resolution 173(VIII) (second part) by the secretariat
- Rapport sur les activités de la CEA suite donnée aux recommandations de la première session du Groupe de travail de la main-d'oeuvre et de la formation et de la résolution 173(VIII) de la Commission. (deuxième partie) Par le secrétariat

E/CN.14/WP.6/24

- Requirements and Policies for Trained Manpower at the Professional and Technical Levels for Agricultural Development in Africa South of Sahara to 1985, by FAO

- Besoins et politiques concernant la main-d'oeuvre instruite aux niveaux professionnel et technique pour le développement agricole en Afrique au Sud du Sahara -1985 Par FAO

E/CN.14/WP.6/25

- Structure of IIEP Course on Development and Planning of Human Resources, by IIEP

- Contenu du cours de l'IIEP sur le développement et la planification des ressources humaines. Par l'IIEP

E/CN.14/WP.6/26

- The Development and Utilization of Human Resources in Africa from the Point of View of the Supply of Qualified Personnel: the Reform of Educational Systems, the Planning of Education and the Training of Planners. by N. Bodart (UNESCO)

- Développement et utilisation des ressources humaines. Le point de vue de l'offre de personnel qualifié: la réforme des systèmes éducationnels, la planification de l'éducation et la formation des planificateurs. Par N. Bodart (UNESCO)

E/CN.14/WP.6/27

- African Jobs and Skills Programme within the Framework of the World Employment Programme, by ILO

- Programme africain d'emplois et de spécialisations dans le cadre du Programme mondial de l'emploi du BIT

MPTR/7-67/Rev.1

- Notes on National Machinery for the Co-ordinated Administration of Training in African Countries, by the Secretariat

- Notes sur les organismes nationaux de coordination de la formation dans quelques pays africains. Par le secrétariat.

E/4353 and add.1

- Development and Utilization of Human Resources in Developing Countries

- Mise en valeur et utilisation des ressources humaines dans les pays en voie de développement.

E/4483 and corr.1

- Development and Utilization of Human Resources

- Mise en valeur et utilisation des ressources humaines

E/CN.14/WP.6/INF.4

- Information for Participants

- Renseignements à l'usage des participants

E/CN.14/WP.6/INF.5

- Provisional Work Programme and Time Table

- Programme de travail et emploi de temps provisoires

E/CN.14/WP.6/INF.6

- Provisional List of Participants

- Liste provisoire des participants

E/CN.14/WP.6/INF.7

- Provisional List of Documents

- Liste provisoire des documents

ANNEX IV

OPENING ADDRESS BY H.E. DR. GOYTOM PETROS,
MINISTER OF STATE, MINISTRY OF PLANNING AND DEVELOPMENT
(IMPERIAL ETHIOPIAN GOVERNMENT)

28 October, 1968

It is indeed a privilege and a pleasure for me to open this, the second session of the ECA Working Party on Manpower and Training and to welcome the distinguished delegates and experts to Africa Hall. In the view of the Ethiopian Government, and I have no doubt of all African governments, efficient planning for and execution of plans for the development of our abundant human resources is a matter of extreme urgency. Therefore, I would like to express my highest appreciation to the Executive Secretary and his staff for their continuing efforts in the field of manpower planning, particularly for action taken in accordance with resolution 128(VII) adopted by the seventh session of the Commission.

Ladies and Gentlemen,

I am sure you are well aware of the magnitude of the problem that is facing us, both as individual nations and as a continent. We know that Africa has almost unlimited potential, both as to its natural and its human resources. But the development of the one depends on the rate at which we can produce skills and competences and provide a dynamic and flexible framework within which to utilize them. We must, on both the national and regional level, come to grips with our problem and find solutions quickly if we are to achieve any appreciable rate of progress during the 2nd Development Decade into which we are about to enter.

You will bear with me if, as I discuss the problems of manpower and training, I refer mainly to our situation here in Ethiopia. During the past two years we have been working hard on our manpower problems in an endeavour to find ways and means of bridging the manpower gaps that exist and which will affect the implementation of our Third Five-Year Development Plan. In April of this year, when the Minister of Planning H.E. Ato Haddis Alemayehu, addressed the third session of the United Nations

Committee for Development Planning, he said, and I quote, "We begin ... with many serious gaps in our knowledge of the economy and of the forces at work in the economy. We are faced with the need to assess and catalogue our natural resources, and perhaps most serious of all with a shortage of the trained manpower necessary to come to grips with these problems and to take the responsibility for formulating and implementing development plans".

One of the most serious problems we face here in Ethiopia, and I dare say in many other African countries, is that our present knowledge about the labour force and its employment by different sectors and occupational skills, is far from adequate. Further, to estimate present and future requirements for various kinds of high and middle level technical and professional manpower, as well as of skilled labour, is a difficult and complex task. Therefore, a major undertaking of our Third Five Year Development Plan is a thorough manpower survey and labour market analysis. Occupational classifications will be elaborated and the foundation laid for the development of sound manpower policies and programmes. Based on the knowledge that we have, however, it is quite clear to us that sizeable gaps exist and will persist for several years between projected needs and the potential capacity to supply them. This is especially true for high level manpower requiring advanced professional and technical training. But it is also true for certain types of middle-level technicians and professionals, and to a lesser degree, for skilled manual and clerical workers. How are we in Ethiopia and other nations facing similar problems, going to bridge these great gaps? Permit me to suggest to this Working Party certain broad areas for its consideration.

In the first place we have, all of us, a considerable stock of skills - high level professional, intermediate level and some technical and skilled manpower. Are we utilizing them adequately? Are we providing them with the tools and the environment, both managerial and technical, within which they can produce to the maximum of their capacity? If not, what practical steps can we take as individual nations and as a region to utilize and share these skills?

Secondly, all of us have established institutions for education and training which no doubt have a potential far beyond their present level of utilization, both in terms of the quantities we produce and the quality of education and training we are offering. I think that it can safely be said today that despite the efforts we have been making to reconstruct our several educational systems, by and large, most African countries are still clinging to a formal educational structure based on the systems of the Western nations. We have not, to begin with, taken full cognizance of the fact that these very nations are continuously re-assessing and changing their educational systems to meet their own needs. In Africa we have still not taken the great leap forward into what I would term "functional education", based on the realities of life in the region. This requires radical and far-reaching changes in the curricula and programmes for all levels of the educational system - primary, secondary, vocational and college levels. It is obvious that we must introduce a greater bias towards rural and agricultural development. We must institute measures which will ensure that the products of our institutions develop positive and constructive attitudes. We must also make sure that pre-vocational skills are developed and specific skills acquired in the sphere of scientific and technical training. This, in our opinion, is a job that we must do, and do quickly, if we are to provide manpower able to cope with development programmes.

Thirdly, we have a large reservoir of semi-skilled people who today man our industrial and business enterprises. In order to introduce greater efficiency into these enterprises existing skills must be up-graded and new skills created. It is quite obvious that we cannot rely exclusively on formal education and training for the rapid increase in skill formation that is needed. We must effectively utilize both the public and the private sectors of the economy for in-plant and on-the-job training. Our Trade Unions ought also to be able to co-operate in a variety of efforts to up-grade skills. This requires that the public sector so re-organize itself

that there is continuous training and supervision of junior staff with a consequent increase in efficiency. It further requires that industry take over much of the responsibility for skill formation, either through formal agreements with Government, or on a voluntary basis, in individual or co-operative ventures.

The fourth large area of concern is the higher level of skills which constitute critical human resources needed in management and leadership functions and in the important area of science and technology. I will discuss this aspect from two points of view. Firstly, what can we do to help ourselves, and secondly, how can we utilize more effectively the assistance we receive in scholarships and expatriate personnel?

Africa has now some forty Universities and higher institutions of learning. Plans are afoot in Ethiopia, as I dare say in other countries, to improve and expand these institutions, both qualitatively and quantitatively. In addition, at the meeting of the Organization of African Unity in December, 1967, it was decided that "centres of excellence" should be created in African universities as a means of meeting national and multi-national requirements. For many years Ethiopia has participated in intra-African co-operation for the development of high level manpower, particularly through the Haile Selassie I Scholarship Programme, which has awarded some 200 scholarships for training fellow African students in various fields. High level technical personnel have also been trained, for example, in aeronautics and some Ethiopians have received training in other African universities. It would appear, however, that the time is ripe for much more specific programmes to be worked out for the proper utilization of existing and planned facilities. The Ethiopian Government would be interested in a scheme whereby specific programmes were developed to facilitate greater intra-African co-operation for the production of high level skills.

I would point out, however, that much greater emphasis will need to be placed on science and technology training. Within the United Nations family a number of recommendations have been made to facilitate and promote a more efficient transfer of technology to the developing countries.

Transfer of technology, however, requires large numbers of well trained, high level personnel. Therefore our institutions need to map out a strategy to enable us to integrate the new technology in our societies.

A wide variety of national and multi-national organizations offer opportunities for training at the higher level to African students. The Ethiopian Government is highly appreciative of the assistance it receives, and we look forward to its continuance. Our present concern, however, is that the scholarship programme be geared more effectively to the development of the professional and technical skills which are in critical short supply. Again, the area of science and technology appears of the greatest importance. We are therefore taking steps during this Third Five-Year Plan period to bring the scholarship system under more effective control in order that it may serve the development programme.

In addition to the assistance we receive through foreign scholarships we have an important resource in the numbers of expatriate personnel who work in the region, a resource that we doubt is being adequately utilized. We wish to see this personnel actively engaged in training counterparts on a much higher ratio than a 1:1 basis. We see this as a kind of high level apprenticeship system whereby less experienced staff can begin to acquire the expertise of expatriate personnel on an ever widening basis. We are also concerned that the best quality of personnel as it is possible to obtain be attracted into our development programme. We further hope that qualified expatriate personnel will work in Africa less and less as advisers and more and more as experts, integrated into the particular system within which they are employed. In addition, we look forward to the more effective utilization of high level skills which exist within the region, and we are gratified to learn that the ECA is building a roster of African experts who are available for advisory assignments.

Ladies and gentlemen,

I have tried to outline a broad frame for the study and discussions that the Working Party will be engaged in during this week. I am confident that you experts from many African countries and from the various international

and national agencies will come forward with workable strategies for the development of our human resources potential. The Ethiopian Government looks forward with great expectation to the outcome of your deliberations, and we wish you every success.

ANNEX V

MESSAGE FROM MR. R.K.A. GARDINER, EXECUTIVE SECRETARY
OF THE ECONOMIC COMMISSION FOR AFRICA

On behalf of the Economic Commission for Africa, it gives me great pleasure to welcome you to this second session of the Working Party on Manpower and Training. I should first like to thank the country experts who have come to this meeting in spite of heavy commitments in their own countries. I should also like to thank the representatives of the United Nations specialized agencies and of the Organization of African Unity who have come to this meeting to contribute their technical knowledge to our deliberations.

It is necessary, I think, to recognize that the central purpose of all economic activity is human betterment. The basic problem can be stated very simply: if African countries are to rid themselves of poverty and disease, they need to equip their population with effective skills through education and training.

In the recent past, ambitious development plans in member States have produced disappointing results largely because the countries simply did not have the right kind of personnel to evaluate projects in a realistic manner and the technical manpower to execute them efficiently. There is also an apparent paradox in Africa's manpower situation: we are suffering from serious skill shortage at the middle and higher levels and at the same time our major urban centres are being flooded with thousands of unemployable school leavers who lack any preparation for specific vocations.

Although some progress has been made, the lack of skilled personnel is still a constraining factor in African economies. As we are aware, only a small - if increasing - fraction of young Africans are fortunate enough to have access to educational facilities. Yet our consideration of manpower problems tends to concentrate on the small minority of literate and predominantly urban youth. I hope it will be possible for this meeting to suggest realistic approaches to manpower planning which will give due weight to all sections of the community.

It might be helpful for us at this meeting to examine schematically the educational structure and to seek to identify the main deficiencies in the existing educational systems in relation to the skill shortage problem. To facilitate such examination and consideration I am circulating a diagram showing the main possibilities and interconnexions within a reasonably well designed system of full-time, formal education.

I do not think that the concept of universal primary education is applicable to the realities of African conditions. I do, however, believe that a first prerequisite of a socially and economically efficient educational system lies in ensuring that at least 50 per cent, say, of the relevant age group enters the primary schools so that a sufficiently large number of highly intelligent and well educated persons have the opportunity of further education.

I should now like to dwell on some of the diagram's salient features and to consider some of its implications for the supply of skills in the economy. I realize that the diagram does not represent actual conditions in African countries; but it does enable us to identify some of the major weaknesses in African educational structures.

In essence, the diagram illustrates two things: that the educational system may be usefully classified into primary, secondary and tertiary sectors; and that within the latter two sectors alternative opportunities should be available in such a way as to tailor the full variety of human talent to the main economic requirements of society. It is evident that the range of individual exposure to formal education is quite large; and it is convenient to consider briefly the qualifications and utility of persons at each point of exit from the system. Ideally all persons who enter the educational system should complete at least four years of primary education, since this is the minimum requirement to ensure basic literacy on a continuing basis; and also for the creation of an unskilled industrial labour force and a receptive peasantry. On the completion of three further years of primary education, young people who leave the system may occupy positions as taxi drivers, shop assistants, messengers, tailors and unskilled factory workers.

After the completion of primary school pupils should pass either to ~~junior secondary or to technical training institutions~~. On the completion of junior secondary education, people who leave the system should be available for junior clerical positions and young people who have completed three years in junior technical institutions should be able to begin work in a wide range of trades. People who continue beyond the junior secondary level should receive three years of either academic education or technical training; or they should be prepared in teacher training institutes to join the staff of primary schools. In economic terms it would be impossible to overestimate the importance of persons who leave the educational system on completion of the secondary level. They are generally among the most adaptable persons in the community; and if properly trained they can undertake work which in different circumstances would fall to university graduates.

Persons who manage to complete one of the many courses which should comprise the tertiary sector will obviously have professional qualifications and can be expected to undertake professional work as doctors, lawyers, economists, engineers, scientists and university and secondary school teachers.

Any good educational system should simultaneously be sufficiently flexible to enable students to change direction, even in midstream, and yet also possess sectors sufficiently self-contained to give those who complete the work of the sector and go no further a sense of satisfaction and achievement. In addition transition from one sector to another should be as smooth as possible. Thus primary education must lay the foundations for an industrial and agricultural labour force and also provide a sufficiently rigorous preparation for secondary education; and so on throughout the process. One further point is that the educational system should have sufficient flexibility to enable persons who have left the system at one stage to re-enter it subsequently, should they so desire, at a higher stage.

Within this framework I should like to indicate rather briefly some of the more pressing current problems and faults in African educational systems. With the appetite for primary education great and growing, the problem of educating and finding jobs for still larger numbers of young persons will become more acute, because education at the primary level has not been self-sufficient and capable of preparing the child for the type of job available to that level of education.

However, the major fault in the educational system, in terms of manpower preparation, is to be found at the secondary level. The basic problem is to ensure sufficient diversity in the system and to induce social attitudes which recognize the human and economic worth of technical and vocational training. At the moment so much attention is paid to academic prowess that provision for much needed middle range mechanical, technical and commercial skills is neglected, and even where attained, despised. With employers at present attaching more importance to paper qualifications than to the basic requirements for efficient job performance, I think it is necessary to make greater provision for the acquisition of technical and commercial skills at the middle-level than for training in some of the prestigious traditional professions.

This meeting has been convened to consider what needs to be done to alleviate the shortage of national trained personnel and to reduce the current level of dependence on foreign skills. I have already elaborated on the need to properly structure the educational system at each level in order to find lasting solutions to the skilled manpower problem. But there are other approaches which you may like to consider, particularly feasible short and middle range measures which African countries can adopt.

The secretariat has proposed for your consideration four important measures that could be adopted, with some modifications according to national circumstances. These proposals have called for action in training Africans, particularly the middle-level technical personnel and higher-level specialists, through individual and co-operative self-help measures among employers; the use of loan schemes for financing higher education and

specialized training; the planned and supervised use of foreign experts and skills in training nationals; and the establishment of an African scholarship and fellowship fund for financing training and research in specialized fields of development. I hope that you will carefully examine these and other proposals.

To effect economic change, Africa will need to acquire expensive foreign resources, including capital and skills. One way to shorten the period of dependence on foreign skills, to save on foreign exchange, and to ensure continuity and expansion in economic operations, is to train local personnel. Economic necessity demands that the economic development of Africa should be initiated largely by African citizens and in such development one cannot overlook the importance of manpower and training policies and programmes. I have tried to sketch an appropriate framework for the design of such policies and programmes.

Finally, may I now invite you to consider the central theme for this meeting: "The Training of National Personnel Needed for Africa's Development", and ask you to propose appropriate recommendations that will provide member States, interested organizations and the ECA sufficient guidance for planning future action in the field of human resources development and utilization.

Before concluding, I should like to take this opportunity to ask the representatives of FAO, WHO, the ILO, UNESCO, USAID, Ford Foundation, German Foundation as well as the representatives of the other organizations to extend to your respective organizations my deep appreciation and personal gratitude for their continued co-operation with the ECA in training matters and to express the hope that your organizations will give due consideration to ways of helping African countries to meet any well defined needs that may emerge in the deliberations of the Working Party.

I wish this meeting success.

AN EDUCATIONAL FRAMEWORK

APPENDIX

Notes

Years of Education	17	University Degrees and Diplomas	Professional Training for Accountants, Engineers, Diploma in Technology	Non-University Diploma Courses for Health Service Workers, Technicians, etc.	Teacher Training Colleges	Level of attainment for professional positions: scientists, engineers, lawyers, doctors, administrators and managers, graduate teachers and researchers, accountants, etc.
	16					
	15					
	14	Senior Secondary	Senior Technical & Vocational Courses	Primary Teacher Training		Economically the most signifi- cant sector which needs diver- sity & flexibility of position and capacity for higher respon- sibility: office machine opera- tors, technicians, supervisors & foremen, nurses, stenographers, salesmen, sub-professional assistants etc.
	13					
	12					
	11	Junior Secondary	Junior Technical & Vocational Courses			Level of achievement for sales assistants, junior agricultural extension workers, clerical assistants, machine operators, craftsmen and journeymen, policemen, etc.
	10					
	9					
	8	Senior Primary				Level of achievement required for drivers, shop assistants, messengers, petty repairmen, unskilled labourers & factory hands, apprentices, postmen, tailors & seamstresses, etc.
	7					
	6					
	5	Junior Primary				Minimum requirement for continuing literacy & founda- tion for potential industrial labour force & receptive peasantry
	4					
	3					
	2					
	1					
		Kinds of Education				