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THE STATUS AND DEVELOPMENT OF HUMAN RESOURCES
PLANNING IN AFRICA

1. Introduction

1.1. To most countries in the world, there is an unceasing emphasis for planned approach as a basis for bringing about change, be it for spectacular improvements or innovations in the state and efficacy of technology in the service of enhancing human life with the ultimate objective of improving living standards. The determination that has characterized planned efforts in this direction has given vent to the acknowledgement of planning as a basis for developing the full potential of man as a fundamental agent of change and development.

1.2 In this connection, the need for a planned approach to develop the relevant skills and thus equip him for the challenges that are posed by his unceasing desire for change need not be over stated: for throughout history a major purpose of planning in a society has been to optimize the utilization of resources in the interests of society. Unfortunately, the planning process is yet to be widely applied in respect of optimizing the use of human resources for development within the Africa region.

1.3 Elsewhere, social, economic technological and scientific development are the logical outcome of a sustained planning of the development and application of human skills. Thus only a labour force carefully planned and continuously updated through education and training, would have the relevant skills in the right quantities for social and economic development. Such skills are vital for effectively and efficiently charting the path of the development effort in planning, devising and establishing new industries. They would also be required for continuously improving upon existing technology for modernizing agricultural practices, manning industries, public enterprises and public institutions such as educational and medical institutions for directing and coordinating the entire development effort.

1.4 Applied to manpower such a planned approach in the development of relevant skills would enhance the efforts of developing the idea men-thinkers, planners, inventors or innovators, administrators and managers, scientific technical and skilled personnel who adapt and apply modern techniques and technology needed for socio-economic development: for these are the men on whom depend the implementation of the Lagos Plan of Action which will require new directions in planned socio-economic development.

1.5 The dichotomy between developed, developing and underdeveloped nations is not only a reflection of the difference in the spectrum and levels of skill attainment but also of the degree of their planned development and utilization of skills in the social economic development effort. For example, the development of the Japanese economy into a highly developed one is not based on natural resources but on the planned strategy of developing and optimizing the use of the few resources as well as the skills, industry and discipline of the Japanese labour force. The Japanese "miracle" is therefore a product of "planned" approach to development.

1.6 With its abundant human resources, Africa's development must similarly be based on planned, and pre-programmed development for optimal utilization of its human resources. If planning implies identifying problems, establishing objectives, exploring alternatives, designing and implementing programmes followed

by monitoring, evaluating and using feedback for improving our efforts, the region must do just that by identifying and predicting problems of skill imbalances and shortages within the regional human skill mix.

2. The consequences of non-planning of manpower in Africa

2.1 The neglect of manpower planning in some member States and the partial attention paid by some other member States to it have seriously constrained the economic development efforts of the region. The region has thus not been able to plan the development and effective utilization of the skills needed for its socio-economic development efforts in a systematic and consistent manner and on a sustained basis.

2.2 Unlike other regions which have adopted manpower planning as a basic ingredient of economic development planning, the region's development is handicapped by all kinds of manpower problems due to the lack of a sustained focus on the manpower situation and the planning of the development and utilization of the human resources of the region: the result being that the region is characterized by acute and protracted skill shortages, lop-sided development of skills, skill deficiencies leading to low levels of productivity, growing dependence on expatriate personnel and brain drain.

2.3 The most serious manpower constraints to economic development planning derive from the serious imbalances in scientific/technical and arts/behavioral science mix and the professional, scientific/technical and skilled personnel shortages which are the direct consequences of partial or non-planning of human resources on a sustained basis and as an integral part of economic development planning. The shortages of intermediate skill categories are more pronounced and constitute the most disturbing bottlenecks to the region's development efforts. For instance, studies carried out in African and Latin American countries indicate that the ratios of engineering technicians to professional engineers are of the order of one technician to three engineers which is the reverse in the advanced countries where the ratios are three technicians to one engineer.

2.4 The consequences of partial or non-planning of manpower in the region are illustrated by the experiences of Nigeria and Sudan in economic development planning. In Nigeria, with 1/ the launching of the Second National Development Plan 1970-74, it became quite clear that the manpower factor was as serious as other constraints. Under the Third National Development Plan 1975 - 1980 there were no illusions whatsoever about the inadequacy of available manpower. According to the authors of the Plan manpower or executive capacity remains a bottleneck to the development of the economy. The 1977 Manpower Survey of Nigeria^{2/} revealed that the extent of the manpower shortage was a little over 50 percent in respect of most of the scientific and technical categories of manpower including architects, town planners,

1/ Paper submitted by Mr. C.C. Okoye, Secretary of the National Manpower Board of Nigeria, to the Manpower Planning Workshop, Salisbury, Zimbabwe, May 18-20, 1981.

2/ Study of Nigeria's Manpower Requirements, 1977. National Manpower Board, Federal Ministry of National Planning, Lagos 1980.

civil and structural engineers, psychiatrists, and other medical specialists, meteorologists, architectural technicians and mining engineering technicians. In the case of middle level scientific and technical categories of manpower, the vacancy rate was about 33 per cent. For the skilled categories, i.e. artisans and craftsmen, the requirements in absolute terms were very large. According ^{1/} to the estimated manpower requirements contained in the outline of the Fourth National Development Plan of Nigeria 1981-85, Nigeria would have to at least double its present stock of professional, technical and skilled personnel in almost all the fields pertinent to the requirements of the plan. Other countries of the African region are not an exception.

2.5 The need for the strengthening and intensification of manpower planning in Nigeria, as in other member States, is emphasised by the growing dependence on expatriate teachers and lecturers in secondary schools, universities and other institutions of higher learning particularly in science and mathematics teaching. An examination of the teaching staff position particularly in these fields reveals the potential dangers inherent in the shortages of science and mathematics teachers and the increasing dependence on expatriate teachers. This is a real source of concern especially when it is considered that the realization of the country's immediate and long-term development aspirations depends on the development and availability of science and mathematics based skills at all levels, particularly at the skilled, technician and sub-professional levels.

2.6 In the current six year plan of Economic and Social Development of Sudan, 1977/78 - 1982/83, the skill gaps at the assistant technician level during the plan period are estimated at 6,500 while the gaps or shortages at the skilled category level are estimated at 23,000. The gaps at the technician level are estimated at 19,255. These are technicians in agriculture, forestry veterinary and in the medical fields. They also cover technicians in electrical, mechanical construction and communication, engineering and surveying. At the professional level, among agriculturists, veterinary doctors, general medical practitioners, dentists pharmacologists and engineers of all types the gaps are estimated at 5,965.

2.7 Although several strategies are to be employed to overcome these shortages, the magnitude of the tasks involved is such that they will require an organised and sustained effort in manpower planning to overcome the shortages. This does not seem to be an easy task in Sudan where, as in some other countries, one of the current major problems of the economy is the flight of highly trained personnel to other countries. The seriousness of this phenomenon is given expression in the document on the UNDP/IBRD Planning Assistance and Training Project (Phase II) on Sudan which refers "to the serious constraint on the effectiveness of institution building in the country to the continued out flow of skilled personnel to richer Arab-speaking countries. ^{2/} It is now recognized that training programmes in Sudan are of benefit to the whole region and not confined to Sudan's boundaries, which negatively affect the speed of institution building in Sudan". This observation applies to many other member States if not all of them and established the urgent need for the intensification of manpower planning at national and sub-regional and regional levels.

^{1/} Source: Federal Republic of Nigeria, Outline of the Fourth National Development Plan, 1981-85, Federal Ministry of Planning, Lagos 1981

^{2/} UNDP/IBRD Planning Assistance and Training Project (Phase II) on Sudan.

2.8 The ability of any country to effectively plan, develop and utilize its manpower in all areas of national endeavour and particularly in relation to the needs of her development effort is as indispensable to the achievement of its development objectives as it is dependent on its man power policy guidelines, machinery and development of structural net work of cooperant agencies for continuously planning its manpower, the development of technical competences of manpower planning personnel, the development of continuous flow of relevant, adequate and up-to-date data, the development of training activities and related institutions and the effectiveness of its machinery for overall economic development planning. Its ability to develop its resoruces efficiently and appropriately and convert them into the goods and services needed by its population depends on the effectiveness of its manpower planning and development efforts and on the nature and efficiency of its trained manpower.

2.9 The importance of manpower planning and the need to develop viable manpower planning infra-structure to ensure sustained approach manpower planning and programmed development is unevenly recognized and appreciated in a number of member States. While some countries in the region appreciate the importance of manpower planning and are making efforts to develop appropriate machineries, others have not given it the attention that it deserves. Some countries attach much more attention to other activities than to manpower planning. The supply of skills required for the development effort has invariably been assumed to constitute no problem. It is often assumed that the manpower required for development will be available when it is needed and therefore a planned approach to the production of skills has not been given the urgent and special attention that it deserves.

2.10 It is not often realized that trained manpower is as limited as other inputs if not more limited than the others. However, the experience of the developing world, particularly of African States in development planning clearly shows how the quality and efficacy of plans and the ability to assemble or acquire the resources or factor inputs for the implementation of various development projects have been affected because of the lack of carefully planned strategies for the development of adequately trained planners, administrators and managers as well as highly trained professionals, scientific technical and skilled personnel on whom the development process and its success depend.

3. The status and effectiveness of manpower planning in Africa

3.1 To obtain an up-to-date knowledge of manpower planning in the region and accordingly develop programmes and measures for assisting member States develop capacities and capabilities for manpower planning, the ECA initiated two programmes: (i) The evaluation study of the status and effectiveness of manpower planning in Africa, and (ii) Manpower development for the basic industries.

3.1.1 The evaluation study of the status and effectiveness of manpower planning in Africa which was initiated in August 1980 aims at establishing a more meaningful basis for the thrust of action in member States in the field of manpower planning and ensuring that any such programme of assistance to member States reflects the major concerns, problems, needs, planned programmes and projected activities of member States.

The study involved detailed discussions with representatives of key ministries particularly those responsible for manpower and economic planning, employment and education. The report on the initial study of four English-speaking countries entitled 'Report on the ECA mission on status and effectiveness of manpower planning in selected African countries', by Gautham Nathur and S.P. Jones is available in the ECA Secretariat. A similar study to be conducted in about four French-speaking African countries is being planned.

3.1.2 The programme on the development of manpower for the basic industries was launched in 1979 with the objective of encouraging member States to develop capability for planning and training programming in respect of their industrial manpower requirements and for assisting them in training their nationals in critical operational and managerial skill areas in the following industrial areas: food and forest based industries, basic metals industries, engineering industries, chemical industries, building materials and construction industries. The project provides for the conduct of manpower studies and the preparation of manpower profiles for the basic industries. It also provides for the preparation of policy guidelines on industrial manpower programmes and the organization of courses, study tours, seminars and in-plant training for personnel in the basic industries with a view to improving their technical know-how, updating their knowledge and eliminating technical constraints in the production process. The project has involved study missions to a number of member States including Egypt, Kenya, Nigeria, Ethiopia, Tanzania and Cameroon.

3.2 The study missions undertaken under the two programmes and those in connection with the provision of technical assistance and advisory services in manpower planning have yielded first hand information on the status and effectiveness of manpower planning in member States. The missions have not only revealed varying degrees of appreciation and commitment to manpower planning and development but have also shown the consequences manifest in the poor state of the economies of the region as a result of the inability to plan for the development and use of the labour force of the region. The findings of the missions are presented under various sub-heads in what follows:

3.2.1 Manpower policies

There is almost a complete absence of manpower policies in the majority of member States. Where there are no manpower planning policies for determining strategies, plans and actions, it is difficult to formulate realistic manpower plans and programmes and to execute them successfully. Manpower policies should be comprehensive in nature and should provide adequate guidelines for the total improvement of the manpower situation. To be meaningful and effective, manpower policies should be consistent and integrated with overall economic development planning policies. This will ensure the smooth execution of development plans.

3.2.2 Machinery for manpower planning

Very few member States have established manpower planning machineries. Tanzania and Zimbabwe have ministries for manpower planning and development. In Nigeria and Ghana responsibility for manpower planning and development is assigned to national manpower boards and their secretariats, which either have close links or are integrated with the machineries for overall economic development planning. In Zambia, a Manpower Planning and Research Department has recently been established as an integral part of the National Commission for Development Planning. This is yet to be fully staffed. In Cameroon, the manpower planning machinery constitutes one of the two wings of the Department of Planning. In Kenya, Swaziland (where a manpower planning units have just been set up), Uganda (where the manpower planning machinery is in the process of being reactivated) and in Mauritius (where there is nucleus of a manpower planning unit) the manpower planning machineries or units are linked to or form part of the central economic planning machineries. In Lesotho, the National Manpower Development Secretariat is administratively linked to the Ministry of Education and the Cabinet Personnel Office and is not operationally closely linked to the Central Planning and Development Office. In Botswana, a manpower planning unit has recently been established in the Directorate of Personnel. The links of this unit with the Department of Planning have not been clearly defined. However, the units' planning responsibilities would appear to be limited to the Civil Service. In Sudan, the machinery for manpower planning is yet to be established in the Ministry of National Planning and Development. Whatever the stage of development, the machineries for manpower planning, by and large exhibit common weaknesses and problems which are discussed below:

3.2.3 Staffing

The manpower planning units/machineries are generally understaffed. The bulk of the staff need training in the technicalities of manpower planning. With very few exceptions the machineries lack strong and highly placed leadership trained and competent in the field and who are effective enough to be able to secure the requisite recognition of support for and attention to manpower planning and to make the desired impact. In a few cases expatriate manpower planning experts have been engaged to develop the machinery and organize the conduct of manpower planning activities as well as train local personnel. But it has not been always easy to assign adequate local personnel to the machineries to understudy the experts leaving the machineries vulnerable to floundering at their departure. This not only results in lack of trained local personnel to take over from expatriate experts and to man the machineries, but exposes the infant machineries to floundering and being abandoned. The counterpart staff should therefore not only be trained in all aspects of manpower planning but should be given the right motivation and leadership to enable them to carry on their functions effectively.

3.2.4 Integration of manpower planning and economic development planning

With the exception of a few countries, the integration of manpower planning and overall economic development planning is either loose or non-existent. Some of the units, because of limited size and lack of status, are not actively involved in the national economic development planning process. Where manpower planning machineries/units/secretariats are independent, or are not operationally linked to or do not form integral parts of ministries or agencies responsible for overall economic development planning, they are scarcely brought in to participate and contribute to the formulation of overall policies and the determination of the macro and sectoral aspects of national economic development plans.

It is only in a few cases that the manpower planning machineries play active roles in all aspects and stages of the development planning process. Thus in a majority of member States, manpower criteria hardly influence the determination of the scope and magnitude of national plans and their constituent development projects and programmes. Unless manpower planning machineries are really integrated or linked operationally with economic development planning machineries, their impact and effectiveness in the economic development process will continue to be adversely affected. There have been cases in which manpower planning and development agencies have been ignored in the formulation of policies and plans for national economic development due to their lack of close relationship with central economic planning machineries. This of course has had its effects on the quality of development plans. It must be appreciated that manpower planning is only meaningful and possible within the context of social and economic development planning.

3.2.5 Structural linkages within and between manpower planning machineries and related agencies

In many of the countries, the manpower planning effort is handicapped by lack of effective or close structural or operational linkages with such organizations and institutions as ministries of education, labour, establishments, and other agencies as public services commissions, universities and other training institutions, research bodies and some private sector agencies such as federations of employers and workers whose activities and contributions can be enhanced and co-ordinated for the effective and meaningful execution of the manpower planning and development effort. For example, it has been observed that research institutions, universities, ministries and other bodies that can play useful roles are hardly involved in manpower planning and related activities. Manpower planning is a multifunctional and multi-institutional activity and unless all concerned agencies are actively involved in it it cannot achieve its objectives.

3.2.6 Data for manpower planning

Manpower planning in the region is also handicapped by lack of adequate and up-to-date manpower and employment data. Although statistics offices exist these are often inadequately equipped both by staff and

facilities to be able to produce on a regular basis manpower data and related information for manpower planning and development purposes. The manpower planner often has to deal with limited, often outdated and inconsistent data and information. Manpower surveys are infrequently carried out. The data base is therefore weak and knowledge of the manpower situation at any given time is not sound in many member States. Manpower planning thus becomes difficult to undertake and hardly rational.

3.2.7 Supporting services

Supporting services such as employment, vocational guidance and educational counselling services which play useful roles in the human resources planning and development effort do not exist in some member States. Where they exist they are often understaffed, inadequately financed and supported that they are not able to provide the desired support to the manpower planning and development effort.

3.2.8 Governmental support, patronage, and commitment to manpower planning

Manpower planning in the region is seriously handicapped by lack of status, governmental support, patronage and commitment to it. Despite the realization of the problems posed by the growing shortages of skilled manpower and the resultant effects on the development efforts of member States, governmental attention and support for manpower planning leaves much to be desired. It is important to stress the importance of government interest in, commitment to and support for manpower planning and the crucial role of manpower planning in achieving social and economic development. Without the proper status, sustained governmental interest and support for manpower planning, the manpower problems of the region cannot be expeditiously and satisfactorily resolved.

3.3 Ad hoc approach to manpower planning

One striking feature is the ad-hoc approach that a number of member States have adopted to manpower planning. Some member States have not been able to maintain and operate manpower planning machineries/units on a sustained basis. Interest in manpower planning has not been on a sustained basis. Manpower planning machineries have thus been undergoing chequered experiences, with the result that they cannot maintain their staff, status, and functions or their influence on the development and utilization of manpower. Many member States have been known to have engaged manpower planning experts and attached one or two local personnel to the machineries to understudy the experts but they do not build up and support the machinery. Thus when the expatriates leave the machineries become dormant or cease to exist as local staff are either given additional responsibilities unrelated to manpower planning or transferred to other ministries or departments. There have been several instances in which very useful recommendations derived from manpower surveys have been ignored or put aside only to be resorted to later when the problems involved have assumed greater proportions and become more difficult to resolve. Continuity in manpower planning is absolutely essential as the human resources planning and development effort can only succeed if it is organized on a sustained basis.

3.3.1 Manpower planning and legislation

Many of the existing manpower planning machineries and their activities are not backed by legislation. As a result they are not able to enforce the supply of information or data or collect them, ensure that actions are taken and direct organizations both public and private in terms of fostering co-operation, eliciting support and active participation in the execution of manpower planning and related activities and their co-ordination.

3.3.2 Because of the seemingly luke-warm attitude to manpower planning, some of the existing machineries/units lack the attention and support essential for their effectiveness. Throughout the region many of the machineries do not actually carry on manpower planning. Most of them are too small, inactive and have little or no impact. They are thus not in a position to influence the planning of projects at the macro and sectoral levels to ensure their conformity with manpower policies. They are also not able to influence the development of education and training programmes or monitor the implementation of economic development programmes to determine their manpower implications and offer proper advice.

They lack adequate resources and they are neither properly structured nor located to be able to wield the necessary influence and direct and administer the national manpower planning, and programming for the development and utilization effort. They are staffed by personnel the majority of whom are untrained. They lack competent leadership as well as appreciation for and full acceptance of the manpower planning function within the entire governmental machinery. There is a real need for a reorientation of attitudes towards manpower planning and the adoption of a more enterprising approach to it.

4. Measures for Action

4.1 Measures stipulated by African Heads of State and Government

The state of manpower planning in the region and its effects on the economic development planning efforts of member States have been a source of great concern to the Heads of State and Government of the region. Accordingly, it was upon their realization of the need for the planned development and effective utilization of the critical skills as a basis for developing the economies of member States that the Heads of State and Government adopted at their meeting in Lagos in April 1980, the Lagos Plan of Action. In it, they "recognized the need to take urgent action to provide the political support necessary for the success of measures to achieve the goals of self-reliance and self-sustaining development and economic growth", at the national level and collectively to integrate their economies with a view to achieving an increasing measure of self-sufficiency and self-sustainment. The decision of the Heads of State and Government was also motivated by the state of the economies of the region. The Plan of Action notes that "despite continued efforts by African governments to promote the rapid development of their economies, Africa remains the least developed continent".

There is reason to believe that the underdevelopment of the region is due to its "underdeveloped" human resources. This is the result of inefficient and unrealistic planning of the development and utilization of human resources as well as the inadequacy or limited facilities for providing the requisite education and training for the development of the essential skills among the population. This explains why the lack of or poor state of skills in certain crucial areas has affected the ability of member States to formulate appropriate policies, plans and projects for the development of their economies. It also explains their inability to execute successfully the many tasks inherent in their development plans.

4.2 In their prescriptions for improving the economies of member States and for ensuring in the region the Heads of State and Government called upon member States to adopt among other strategies and measures, realistic policies towards the systematic and sustained planning of their human resources to ensure the continued development and supply of skills needed for the development of their economies. To ensure that human resources planning becomes a basic feature of development planning activities, the Lagos Plan of Action, stresses the absolute necessity for the establishment of mechanisms for manpower planning and development, e.g. Ministry of Manpower Development, with responsibility for manpower planning, assessment and related activities, and for the development of manpower planning capabilities to ensure (i) the execution of manpower planning on a continuing basis; (ii) the integration of manpower planning into overall economic development planning; (iii) the management and monitoring of manpower planning and programming its development and utilization effort to ensure the continuous development and supply of trained manpower to meet the needs of all sectors of the development effort and (iv) the consolidation of manpower planning process with its development and utilization. In particular the Heads of State and Government called attention to the following:

4.2.1 The importance of trained manpower as an input to the development of the various production, services and education and training sectors;

4.2.2 The need to develop indigenous technologies and methods of training for both the formal and informal sectors as a means of increasing employment and income;

4.2.3 The importance of scientific and technical skills and know-how for modern development and the need for member States to overcome their dependence on imported technical and scientific manpower and accord special priority to the development of these, including the training of science and technical teachers and instructors at all times;

4.2.4 The need to establish meaningful co-operation arrangements for the utilization of regional, subregional and multinational training and research institutions for the training of their nationals in specialized skill areas. In this connexion, the Heads of State and Government stressed the need for member States to ensure the training of their nationals as well as to create opportunities for their gainful employment;

4.2.5 The need to realign development priorities in order to emphasize the development of human resources not only as the object of development but also as the custodian and mentor of socio-economic development.

5. These are crucial activities in the socio-economic development process which cannot be satisfactorily undertaken unless member States develop capacities and capabilities for human resources planning and embark upon manpower planning on a sustained basis.

6. Measures being taken by the ECA

The production of the Lagos Plan of Action has brought more impetus and reinforced the concerns and efforts of ECA in collaborating with member States in developing the appropriate infra-structure for effectively planning and programming the development and utilization of human resource. Pursuant to this strategy, a project proposal - The development of Manpower Planning Capabilities in Africa - has been prepared and is being tabled for adaptation and adoption. The project consolidates the on-going efforts of (i) increased commitment to manpower planning as well as the generation of appreciation and awareness of the indispensable role of planning for the development of trained manpower in the development process, (ii) reviewing manpower machineries and modifying them to render them effective, (iii) trying to train, attract and retain qualified manpower planners, (iv) helping to build relevant data base through manpower surveys for developing appropriate policy guidelines regarding the development and use of human resources.

7. Consultative, Advisory and Technical Assistance Services

Under the project, consultations with member States focussing on the nature and scope of manpower planning, its state and effectiveness, staffing requirement as well as related data for sustained efforts in manpower planning have been held. These consultations focus on:

7.1 Strategies for the promotion and adoption of a more rational approach to manpower planning and development and the integration of manpower planning into overall economic development planning;

7.2 The review, improvement or the establishment of national machinery for manpower planning and monitoring its development and utilization including the development and deployment of trained manpower planning personnel for continuous co-ordination and execution of such activities to ensure greater effectiveness and relevance to the development effort;

7.3 The development of relevant data through periodic assessment of manpower resources and requirements through manpower surveys/studies, etc.;

7.4 The analysis of manpower information and its use for the formulation of related manpower development and utilization policies as well as the formulation and promotion of programmes for the integration of these in the strategy, policy objectives and programmes of national development;

7.5 The organization or orientation and training workshops at national, regional or multinational levels for manpower planners and related personnel;

7.6 The adoption of regional approaches and strategies for fostering Africa's collective self-reliance in training its manpower;

7.7 The establishment of direct and regular contacts between member States for the purpose of sharing information for the promotion of technical assistance among the LDCs of the region in the development, review and execution of their manpower policies, plans and programmes.

8. Consultative missions have been undertaken to a good number of member States under this programme. These generated more interest and appreciation of manpower planning and have led to the initiation of steps to establish, reorganize, strengthen and reactivate manpower planning units and their activities. The project document now tabled constitutes a strategy to this end.

9. The Conduct of Training Workshops

The project provides for collaboration between the ECA and member States in the conduct of a series of training workshops in manpower planning at national, sub-regional, and regional levels for the training of manpower planning and related personnel. The training programmes are designed to involve the active participation of national, sub-regional and regional institutions through their provision of training facilities and services, execution of research work and their monitoring of the performance of manpower planning personnel to ensure their expeditious development of expertise. Since the introduction of this programme of training workshops in April this year, ECA has been actively involved in two such training workshops. The first was a sub-regional workshop organized by the Institute of Development Management, Gaborone, Botswana, in collaboration with ECA in Gaborone for Botswana, Lesotho and Swaziland. This was very well patronized by the three countries. The second was a national workshop organized in May 1981 in Zimbabwe by the Government i.e. the Ministry of Manpower Planning and Development in collaboration with ECA. Representatives of manpower planning units/departments/secretariats from Zambia, Lesotho and Swaziland participated in the workshop. The Eastern and Southern African Management Institute, Arusha, Tanzania and the Southern African Team on Employment Promotion were also represented. The workshop's participants included the staff of the Ministry of Manpower Planning and Development, the Central Statistics Office, the Apprenticeship Authority, the Public Service Commission and others. Already a number of member States have expressed keen interest and willingness to participate in the series of training workshops. It is hoped that other member States which have not yet declared their interest in the programme will do so as early as possible so as to enable ECA develop a comprehensive programme embodying all interested member States.

10. The project also provides long term training fellowships for manpower planners/economists, demographers, statisticians, social scientists and educational planners. It provides for ECA's assistance in the development and enhancement of viable manpower planning machineries, periodic appraisal of manpower policies, plans and strategies as well as in the conduct of manpower surveys, studies and the development of related skill profiles, manpower supply and demand forecasts.

11. Conclusions and guidelines for action in Human Resources Planning Development and Utilization Sector

Human resources constitute the most abundant and important resources of the region. Yet because of the state of their development and use the region has not been able to effectively and efficiently exploit and plan the development and utilization of its wide range of rich resources to produce the goods and services

which its growing population looks forward to in order to enhance their living standards. The region must be able to develop the requisite capacities and capabilities so as to be self-reliant in its efforts to develop its resources and achieve rapid and sustained social and economic development. It is thus necessary to expand and improve the skill mix of the region and to adopt such realistic strategies, plans and programmes as will promote the efficient exploitation, development and utilization of the region's resources. A basic condition for this is the ability to expand and improve the quality and efficacy of the education and training systems of the region and the cultivation - education and training - of the labour force into an efficient instrument of development. This is the task of manpower planning. Unless manpower planning is embarked upon in a systematic and on a sustained basis, integrated with economic development planning and accorded the attention and support that it deserves there will be no end to the manpower problems now confronting the social and economic development planning efforts of the region. It must be emphasised that whatever the course, direction and time frame of a country's economic development plans they must, for their successful implementation, make sure that the development of the human resources of the country at least keep pace with the development of its material resources. The need therefore for member States to embark upon rational manpower planning on a sustained basis is as urgent as their need to adopt economic development planning as an effective means to the achievement of their social and economic development aspirations.

12. A number of actions in the field of human resources planning and development need to be taken if member States should be able to embark on a steady development of their economies and achieve their desired goals. The following guidelines are therefore presented for serious consideration and adoption. There should be the following:

12.1 A demonstrable commitment at the highest levels of government to human resources planning, development and utilization to ensure the adoption of measures capable of attaining the sustained economic development of member States and of the region as a whole;

12.2 The strengthening/establishment of national machineries for manpower planning, development and utilization and the manning of these by well trained manpower planning and related personnel under the direction of highly placed and competent leadership;

12.3 The establishment of close links between the central manpower planning machinery, its ministerial and sectoral units and the overall machinery for economic development planning where the former is not a constituent part of the latter;

12.4 The execution of effective and rational manpower planning activities as an integral part of the overall economic development planning effort. This requires that manpower criteria should be taken into consideration in all aspects and at all stages of the economic development planning exercise to avoid bottlenecks in the development process arising from manpower shortages or skill deficiencies;

12.5 The establishment of manpower units in all ministries, large departments and in organisations responsible for parastatal bodies as well as in large parastatal bodies and agencies to ensure the participation of all relevant

establishments/agencies in the manpower planning, development and utilization effort and enhance coordination of the activities involved. This will ensure the development and execution of manpower planning, development and utilization activities at the level of the ministry/agency and as an integral part of a manpower planning network in the country with the national manpower planning agency serving as a co-ordinating and policy formulation centre.

12.6 The strengthening of national machineries for overall economic development planning to ensure the integration of manpower planning into the overall economic development planning process. This is necessary as effective manpower planning is possible only if there is an efficient well manned overall machinery for economic development planning of which manpower planning should be a strong component or be operationally linked to.

12.7 The enhancement of the status and effectiveness of manpower planning machineries by enabling them to play central, co-ordinating and directing roles through the provision of appropriate legislative and administrative authority. As a multi-functional and institutional activity in the human resources planning, development and utilization effort, it is necessary for manpower planning machineries to establish close and effective liaison with such ministries as economic planning where these exist separately, education, labour, agriculture, industries and such other organizations as public service commissions, employers and workers federations, councils for higher education, universities and training institutions and relevant research bodies to not only ensure that their activities are fully co-ordinated but that they serve as sources of information, ideas and suggestions as well as partners or instruments in the formulation of policies and programmes and their implementation.

12.8 The establishment of national manpower planning and training advisory bodies in the form of national manpower boards, professional advisory councils, or sectoral committees, made up of knowledgeable men and women representing important and relevant sectors of the economy with responsibility to advise governments on policies and all other aspects of human resources planning, development and utilization. This serves as a useful instrument for the success of manpower planning since the activity affects a wide spectrum of interests in the society whose views must be considered in human resources planning, development and utilization;

12.9 The strengthening or development of manpower data base within the statistical agencies of governmental machinery and the effective use of these as well as other statistical or research agencies in universities and elsewhere to ensure the establishment of a "manpower data management information programme" under which such information as censuses, labour force sample surveys other household and establishment surveys as well as ad-hoc inquiries can be made available on a regular and prompt basis and in readily usable form for manpower and employment planning purposes;

12.10 The streamlining at the national level of education and training systems to ensure that they are in a position to produce personnel in accordance with manpower requirements; at the regional level the support and use of, on a co-operative basis, institutions and facilities for skill development to facilitate the training of personnel in the region;

12.11 The development, alongside with measures for promoting the development of skills, of a system of incentives providing better financial and other rewards for trained personnel particularly middle-level and skilled personnel;

12.12 The organization on periodic basis of national, sub-regional and regional training workshops, meetings and conferences on manpower planning, development and utilization for manpower planning and related personnel to enable them undergo training and enhance their knowledge and skills in manpower planning and learn of other country experiences and achievements in the field. The formal training of manpower planning personnel in all aspects of manpower planning in local and or overseas institutions (including attachment programmes). In this connexion, member States are called upon to actively support and participate in the implementation of the various projects initiated by the ECA and discussed in part five of this paper.

13. As a basic of strategy for development of capacity and capability for a more rational and planned approach to human resources planning and programming for its development, the project proposal - The Development of Manpower Planning Capabilities in Africa - is being tabled for discussion, adaptation and amendment for adoption.