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FIFTH MEETING OF THE INTER-AGENCY WORKING
PARTY ON SKILLED MANPOWER IN LATIN AMERICA

Santiago, Chile, 22 to 28 March 1962

REPORT OF THE FIFTH MEETING OF THE INTER-AGENCY WORKING
PARTY ON SKILLED MANPOWER IN LATIN AMERICA*

* The following organizations are represented on the Inter-Agency Working Party on Skilled Manpower in Latin America: ECLA, ILO, UNESCO, OAS, ICEM and FAO.

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1. List of participants (*)

1. The following delegates took part in the fifth meeting:

- ECLA: Mr. Alfonso Santa Cruz (Chairman)
Assistant Executive Secretary
- Mr. Manuel Balboa
Director, Economic Development and Research Division
- Mr. Paul Berthoud
Director, Social Affairs Division
- Mr. Zygmunt Slawinski
Economic Affairs Officer, Economic Development
and Research Division
- ILO: Mr. Paul Cassan
Director, Field Office for South America
and Liaison Office with ECLA
- Mr. W.H. Mason (Rapporteur)
Manpower Expert Attached to Advisory Groups
- UNESCO: Mr. Oscar Vera L.
Co-ordinator, Major Project N°1
- Mr. E.S. Solomon
Statistical Division, Department of Social Sciences
- OAS: Mr. Máximo Halty Carrere
Chief, Unit of Technology and Productivity
Department of Economic Affairs
- ICEM: Mr. Antonio Lago Carballo
Chief of the Mission of ICEM in Argentina
- FAO: Mr. Ladislav Lorinez
Deputy Regional Director for Latin America
- Mr. Romilio Rodriguez
Regional Adviser on Land Policy

(*) In addition to those listed above, the following persons contributed to the work of the Vth Inter-Agency Working Party, by taking part in the meeting of the Preparatory Group, held at Santiago from 29 January to 8 February 1962: ECLA: Mr. José Medina Echavarría, Deputy Director, Social Affairs Division; Mrs. Monica Barnett, Programme Officer; Mr. Fidel Azócar (Secretary); ECLA/BTAO Training Programmes, Mr. Guy Trancart, Director; ILO: Mr. B. Ghosh, ILO Regional Officer for South America (Lima); UNESCO: Mr. José Blat Gimero, Assistant Coordinator, Major Project N°1; Miss Carmen Lorenzo, Programme Specialist in the Department of Education; OAS: Mr. Herbert Betz, Programme Specialist, Unit of Technology and Productivity; ICEM: Mr. Jorge del Pino, Deputy Chief, Technical Assistance Services; FAO: Mr. Jacobo Schatan, Director, Joint ECLA/FAO Agricultural Division; Mr. P.C. Tang, FAO Regional Statistics Officer.

2. Agenda

2. At the first meeting at 4 p.m. on 22 March, the agenda proposed by the Preparatory Group (Santiago, 29 January to 8 February, 1962) was adopted, as follows:

1. Review of Agency programmes and activities.
(The latest information available to be presented with a view to exploring possibilities of co-ordinated action)
2. Terms of reference of the Working Party.
(Consideration of draft of the Preparatory Group)
3. Membership of the Working Party.
(Consideration of draft of the Preparatory Group)
4. Procedures and methodology in manpower and human resources assessment in relation to economic and social development.
(Consideration of technical document of the Preparatory Group)
5. Future action of the Working Party.
(Including in particular the possibility of constituting sub-groups or ad-hoc committees for investigation and research into technical aspects.)
6. Agenda for the sixth meeting in the Inter-Agency Working Party
7. Place and date of the sixth meeting.

3. The Chairman said that although the question of membership of the Working Party appeared as item 3 on the agenda, it would be convenient to take this item first in order to resolve the question of the participation of FAO in the subsequent proceedings.

3. Membership of the Working Party

4. The representative of the OAS recalled that at the meeting of the Preparatory Group, he had been obliged to reserve the position of this organization regarding the membership of FAO until a definite decision about the role of the Working Party had been reached. Taking into account the terms of reference and future role of the Working Party which were now envisaged, he was able to say that the OAS would welcome the participation of FAO in the meetings. Other agencies confirmed the opinions expressed in the Preparatory Group; it was therefore decided to invite FAO to participate as a full member of the Working Party and representatives of FAO took part in the further proceedings.

/4. Review of

4. Review of Agency Programmes and Activities

5. Statements were made about developments in agency programmes in the short period since the meeting of the Preparatory Group.

(a) ILO

6. An important development during the past few weeks had been the progress made towards setting up a specialized course in the programming of human resources at the Latin American Institute for Economic and Social Planning. It was hoped to recruit up to ten senior officials for a course which would cover such aspects of the planning of human resources as creation of employment opportunities, programmes for skilled manpower, social security and labour relations. Another recent development was the appointment of an expert on wage policy to work with the Advisory Group in Colombia. Copies of the volume entitled "Manpower Information Training Guide" were distributed.

(b) ICEM

7. The representative of ICEM referred to enquiries which it had been decided to carry out in Chile in certain geographical areas and branches of industry in order to ascertain skilled manpower needs which might eventually be met by means of an immigration programme. The zones selected, in consultation with CORFO, were the conurbations of Greater Santiago and the area around Concepción. Ten separate industrial sectors would be investigated by sampling enquiries among establishments.

(c) UNESCO

8. The UNESCO representative called attention to the importance of the Conference on Education and Economic and Social Development in Latin America which had just been held at Santiago. Besides the recommendations dealing with manpower studies and assessment, two points were of particular significance for the Working Party: the statement made by the United States representative regarding the possibilities of technical assistance for the carrying out of human resources surveys, and the recent decision of UNESCO to establish within its Secretariat a special unit concerned with the statistical analysis of human resources. A paper was presented containing a summary of UNESCO activities in Latin America.

/(d) OAS

(d) OAS

9. Information was given regarding two specific projects. A course of training in manpower assessment, which would be held at Buenos Aires, was being planned for persons in charge of such work at intermediate levels. About ten to fifteen participants would be given approximately three months' training (one month of theory and two months of field work). The field work would be arranged with the Instituto Torcuato di Tella. The course would be a regional one, probably starting in August 1962; it would include participants from private organizations as well as those in Government.

10. In Costa Rica, assistance had been given by the Ford Foundation to the Federation of Universities of Central America for work to develop projections of future needs of high-level manpower and a short mission in conjunction with the OAS had been sent recently.

(e) ECLA

11. Attention was drawn to the recommendations of the Conference on Education and Economic Development calling for the integration of educational planning with economic and social planning and dealing with problems of training, classification and planning of skilled manpower. Those recommendations were closely related to the Working Party's activities and some, were of direct concern to it. They dealt with "Secondary Education" (recommendation III, point 3), "Higher Education" (recommendation IV; points 2 and 9), "Vocational Training and Technical Education" (recommendation VII, points 1, 2, 3, 4, 6, and 8) and "Rural and Agricultural Education" (recommendation VIII, points 3 and 6) in the recommendations of Committee I; "Integration of Educational Planning with Economic and Social Planning" (recommendations 2, 4, 5 and 6 from group I and recommendations 1, 2 and 3 from group II of Committee II), "Type, Volume and Priority of International Aid," (recommendation I, points 4 and 6), "Coordination of International Assistance" (recommendation II, points 1, 2 and 3), "Regional Projects" (recommendation III, points 5, 8, and 9) and "Research on Educational, Economic and Social Development" recommendation I, points 1, 2 and 3 of "Other Recommendations").

/12. Specifically,

12. Specifically, recommendation 4 (a) from group I of Committee II, dealing with the systematization and definition of professions and occupations by levels of education, stated that the Inter-Agency Working Party "should be in charge of the co-ordination of the studies undertaken on this subject in the different countries".

13. The relevant excerpts from these recommendations are presented in Annex IV.

(f) FAO

14. Two reports were presented, dealing with the Latin American Agricultural Marketing Institute to be set up shortly at Bogota and Agrarian and Educational Structure in Latin America. A statement was made regarding FAO's interest in the development of training institutes and courses for specialized personnel in agriculture, of whom many would be needed in connexion with plans for agrarian reform.

5. Terms of Reference of the Working Party

15. A discussion took place on the terms of reference drafted by the Preparatory Group.

16. It was agreed that in order to make it clear that all activities of the Working Party were conditioned by its essentially consultative and co-ordinating nature, amendments should be made in paragraphs (a) and (b) (1) of the draft. In relation to paragraph (c), it was decided that certain specific proposals made by the OAS representative for a more systematic exchange of information among agencies should be discussed in relation to programmes of future action (item E of the agenda).

17. The arrangements which might be made for the designation of ad hoc groups of experts to consider technical questions were also discussed and some amendments were made to paragraph (f) (3) of the draft.

18. The terms of reference, as amended and approved by the meeting are set out in Annex I.

6. Procedures and Methodology in Manpower and Human Resources Assessment

19. A number of points of detail were discussed in relation with the technical document presented to the meeting (Annex 1 of the Report of the Preparatory Group). Certain changes of wording and arrangement were made and some further points added, dealing mainly with Basic objectives of Manpower Analysis (section I), Information required, Sources and Classification (section II), and Aspects for Further Research (section V, point 2).

A note was presented by the representative of ICEM proposing that one of the next steps should be to draft a working guide, for the immediate use of national organizations, to assist in establishing information programmes to identify manpower shortages.

20. The "Outline of Methodological Points" in its revised form is shown in Annex II.

7. Future Action of the Working Party

21. In considering the programme of future action of the Working Party, attention was directed mainly to two questions; firstly the methods which might be adopted to comply with the general desire for a fuller and more detailed interchange of information, and secondly, the possibilities of undertaking research into the subjects proposed by the Preparatory Group.

22. A proposal was discussed that each agency should prepare periodically (e.g. every three or four months) a report for circulation within the Working Party dealing with current and proposed field missions, training courses and research programmes. The distribution of such reports should be made at the technical working level as well as at the level of official inter-agency relations.

23. In considering the subjects proposed for investigation, (page 10 of Annex I of the report of the Preparatory Group), it was thought that points (c) and (e)^{1/} were particularly suitable for investigation by methods available to the Working Party. It was recognized also that point (d)^{2/} was an important subject for investigation, although perhaps more difficult to undertake because of the problems of obtaining adequate information. In relation to other points, it was noted that the Conference on Education and Economic Development could be expected to stimulate research and that the OAS was preparing a paper on the impact of investment in human resources on economic and social development. The Working Party took special note of the recommendation approved by the Conference (item A. 5 above), in the

1/ Corresponding to point 3, page 11 of Annex II of the present report.

2/ Ibid., point 4.

/sense that

sense that professions and occupations by educational levels should be systematized and defined and that the co-ordination of work in this field should be entrusted to the Working Party. Taking that recommendation into account, and considering also that a study of the problem seemed the most likely to produce useful results in a fairly short time, the Working Party prepared a description of a specific project which might be carried out in that field. The description of draft project is given in Annex III to the present report.

24. After further discussion of the methods available to it of pursuing the aims mentioned in paragraph 1 above, the Working Party recommended that its future action should be on the following lines:

- (a) Co-ordinating the fuller interchange of all relevant information among agencies, and in particular the exchange of periodical reports in the form proposed in paragraph 2.
- (b) Recommending that the themes and methods to be studied by the international agencies themselves or under their auspices, should be directed particularly to the points listed in section V.B of Annex II of the present report.
- (c) Encouraging the establishment of a semi-official system of contacts at the technical working level by means of correspondence, exchange of documents and, whenever possible, by personal discussions taking advantage of travel and meetings principally arranged for other purposes.
- (d) Calling attention to the need, from the technical point of view, to set up an ad hoc group of experts to undertake the research into manpower classification referred to in Annex III and requesting agencies to consider the administrative and financial arrangements necessary to bring such a group into being.

/25. It was

25. It was emphasized that the original Resolution 149 (VIII) adopted by the Economic Commission for Latin America at its eighth session envisaged the preparation of a joint project and it was agreed that this could well be implemented by establishing a technical group in accordance with paragraph 4 (d) above.

8. Agenda for the sixth meeting of the Working Party

26. The following agenda was proposed for the sixth meeting of the Inter-Agency Working Party:

- (i) Review of agency programmes and activities;
- (ii) Report of any ad hoc group that might be set up for research on specific points;
- (iii) Procedures and methodology of human resources assessment;
- (iv) Future action of the Working Party (including any additional fields for research and investigation).

9. Date and Place of the sixth meeting

27. Taking into account that recent meetings had been held at Washington and Santiago, it was proposed that the next regular meeting should be held in Europe (e.g. Paris, Geneva or Rome) in the first quarter of 1963, the exact date to be determined by consultation between the agencies.

10. Other business

28. Note was taken of paragraph 3 of the Draft Report (16 February 1962) of the Sub-Committee on Education and Training of the Administrative Committee on Co-ordination and it was agreed that reports should be sent to the Sub-Committee on a reciprocal basis. Copies of the report of the Preparatory Group and of the present report would therefore be sent to the Sub-Committee.

WORKING PAPERS

<u>Agency</u>	<u>Title</u>
ILO	Manpower assessment in Latin America Manpower assessment programmes: organization, steps and methods <u>Reference Papers:</u> Manpower Information Training Guide <u>Notas sobre la encuesta ocupacional realizada en la industria chilena por el Departamento de Información Profesional con la colaboración de la OIT</u>
ICEM	Activities of ICEM in Latin America related to qualified manpower from May 1960 to date Assessment of manpower and human resources within the framework of ICEM programmes
OAS	Human resources assessment and planning: procedural and methodological considerations <u>Reference Papers:</u> Report of meeting of directors of the Mediterranean Regional Project and Latin American Manpower Programme (13/14 Oct 61) <u>IASI: comparación de la clasificación ocupacional para el censo de América de 1960 (COTA-1960) con la Clasificación Internacional Uniforme de Ocupaciones (CIUO)</u> <u>IASI: Programa del Censo de América de 1960 (COTA-1960) Clasificación Ocupacional</u> <u>IASI: Programa del Censo de América de 1960 (COTA-1960) Índice alfabético de ocupaciones</u>
UNESCO	Secretariat paper prepared by E.S. Solomon, Statistical Division, Department of Social Sciences Secretariat paper briefly outlining UNESCO activities in Latin America
ILO/UNESCO	General review of objectives of training programmes and harmonization of policies related thereto
ECLA	Advisory Groups Programme Manpower Structure, Educational Requirements and Economic Development Needs <u>Reference Papers:</u> Report on the programme of human resources in Chile
FAO:	<u>Jornadas de comercialización de Productos Agrícolas</u> <u>Estructura Agraria y Educación en América Latina</u>

Annex I

TERMS OF REFERENCE OF THE WORKING PARTY

The Working Party, having in mind Resolution 149 on Skilled Labour adopted by ECLA at its eighth session (April-May 1959), and the experience, opinions and agreements of the meetings held to implement that resolution, agreed that its programme of work should be guided by the following basic principles:

- a) That the activities of the Working Party should be of an essentially consultative and co-ordinating nature, principally in the following fields:
 - (i) Analysis of the situation and problems of manpower in Latin America and of the methods and techniques of manpower assessment and planning within the framework of programme for economic, social and educational development, including the administrative organization which should be recommended to governments for this purpose.
 - (ii) Consideration of the measures necessary to achieve a better co-ordination between the various agencies in their work of technical assistance to Governments in the aforementioned matters, taking into account particularly the system of Advisory Groups introduced in Latin America to collaborate with Governments in the planning of economic and social development.
- b) That the organizations participating in the Working Party will intensify their efforts to keep each other informed, in as much detail as possible, about their projected and current activities, by countries and programmes, in the human resources field in Latin America. This exchange will be oriented towards achieving an effective co-ordination of the activities of the interested organizations in specific programmes and projects.
- c) Concerning specific subjects of its agenda, the Working Party may decide to invite representatives of non-member organizations which may

/be particularly

be particularly interested to participate in the appropriate session(s). It may also invite financing agencies for the appraisal of projects in the execution of which they might co-operate, if this should appear desirable.

d) The Working Party may complement the usual manner of carrying out its work in the following ways:

- (i) Making recommendations on themes, methods and techniques which should be studied by the international organizations themselves or under their auspices;
- (ii) Entrusting the study of specific problems to one or more sub-groups within the Working Party;
- (iii) Calling for the designation, for the same purpose, of ad hoc committees which may be composed of experts from the member organizations, other organizations, or other acknowledged specialists. These sub-groups and ad hoc committees will cease to function as soon as they have finished any special report which the Working Party may have requested.

e) The meetings of the Working Party will ordinarily be held once a year. At each meeting the place and date of the next meeting will be decided.

Annex II

OUTLINE OF METHODOLOGICAL POINTS IN MANPOWER ASSESSMENT AND PLANNING

Taking into account the many points of agreement regarding methodology which were evident in the working papers presented by the participating agencies the Working Party developed the following outline for assessment and planning in the manpower field. The points in the outline were fully discussed with the aim of finding the greatest common measure of agreement on firstly, what needs to be done and secondly, how it should be done. Certain other methodological and procedural aspects arising in the discussion were proposed for fuller examination and research into technical aspects on which there are differing approaches; these are dealt with under point V below.

I. Definition of objectives of manpower assessment in relation to economic and social development

The purposes of diagnosis of manpower situations are linked with practical needs of educational, labour and economic policies which are all closely related. In each of these, various factors must be given different emphasis in short-term, medium-term, and long-term planning. It is also useful to distinguish between certain basic objectives which, although important, may for the present not be practicable in all countries.

A. Basic objectives of manpower analysis and planning in Latin America

1. Determination of employment objectives in relation to investment possibilities and growth of the labour force.
2. Estimation of manpower needs in present activities and for short-term expansion of activities.
3. Estimation of longer-term manpower needs for development of new enterprises and expansion in present activities, and for new types of activity arising in the course of technological progress and structural changes involved in economic development.

/4. Consideration

4. Consideration of alternative technologies in specific projects and industries in order to improve the utilization of the available skilled manpower while increasing employment opportunities for a larger number of unskilled and semi-skilled workers.
5. Educational planning - establishment of long-term plans, particularly to meet requirements of highly qualified personnel.
6. Training planning - establishment of plans to meet new and recurring short-term needs.
7. Regional development planning based on information about the geographical distribution of the labour force which may be used as a guide in setting regional employment objectives.
8. Orientation of technical assistance programmes and financial assistance in the human resources field.

Additional objectives (depending upon the situation in each country

Obtaining and making generally available specific information on a continuing basis for purposes such as the following:

1. Placing of workers in employment;
2. Needs for immigration of skilled workers;
3. Vocational guidance and information about careers for young people entering the labour force and in their later years at school;
4. Manpower aspects of colonization and community development projects;
5. Introduction of criteria for extension and clarification of the notion of professional level and function in the labour force;
6. Introduction of criteria facilitating the establishment and operation of employers' and workers' organizations;
7. Providing job descriptions and job evaluations as criteria for a rational wage and salary structure.

/II. Procedures

II. Procedures and Techniques of Manpower Assessment

A. Types of information required and methods of collection:

To meet the above objectives, many different types of information are needed and consequently a variety of sources has to be drawn upon.

1. Types of information required

a) For determining current demand and supply and the imbalance to be corrected by short-term training and immigration measures:

(i) Demand

- current employment by occupation and type of formation for the total labour force and sectors of economic activity, including average wage and salary levels;
- current manpower shortages and unfilled vacancies, by occupations;

(ii) Supply

- current unemployment by occupations, types of formation, sector and areas;
- short-term increase of supply from training programmes;
- immigration, especially to urban employment markets from rural areas.

b) For long-range forecasting and projections of manpower demand and supply

(i) Demand

- estimates of production, real national income, value added and other relevant economic variables, by economic sectors;
- for more comprehensive forecasts, production information by specific industry groups;
- analysis and projections of manpower productivity in main economic sectors and specific industries;
- future manpower distribution by occupations, types of formation and economic sectors.

/(ii) Supply

(ii) Supply

- size of population as determined by trends of births and deaths
- labour force participation rates and anticipated changes by sex, age groups and economic sectors.

(iii) Demand and Supply

- educational distribution of the population and labour force in broad manpower categories with anticipated changes;
- non-statistical factors in employment market relationships (e.g. working conditions, status of jobs, etc.)
- input and output of educational and training programmes, nationally and from study abroad, including rates of wastage;
- trends in sponsored and unsponsored migration.

2. Methods of collecting required information

a) Basic sources for determining current demand and supply

(i) Current employment

- establishment surveys
- census information
- sample surveys of labour force by households
- social security data
- pay-rolls, where submitted to government authorities

(ii) Manpower shortages

- establishment surveys
- vacancies notified to employment service, with level of skill and salaries
- job offers sent to immigration authorities, with level of skill and salaries.

/(iii) Unemployment

(iii) Unemployment and under-employment

- social security data
- household sample surveys
- employment service registrations
- evidence from seasonal and migratory movements
- current analysis of the employment market

(iv) Current migration movements

- registers of visas and residence permits
- social security data
- census reporting by place of birth

b) Basic sources for long-range forecasting and projections

(i) production targets from economic development plans or other economic goals derived from development models;

(ii) productivity trends - derived from economic census data, special industry studies, reporting for fiscal purposes (i.e. investment allowances, etc.);

(iii) benchmark data on employment and occupations - e.g., from censuses, showing trends by economic sectors

- from establishment surveys, showing occupational patterns;
- from labour force surveys, showing distribution by education, types of formation and occupational groups.

(iv) educational distribution of the population and labour force

- census reporting crossing education and type of formation with occupations;
- special sample surveys of education and training among persons in specific professions;
- census of educational and training institutions.

(v) non-statistical information

- employment service and labour inspection activities, yielding data e.g., about terms and conditions of employment, institutional factors in the employment market.

/c) Other

c) Other sources and methods

- records of employers' and workers' organizations
- membership records of professions and trades
- ratios between numbers of people in inter-related occupations, e.g. engineers to technicians, doctors to nurses ("multipliers")
- ratios between numbers of people employed in different manpower categories and those undergoing relevant types of education and training ("pipe-line")
- surveys to collect impressions among well-informed people in various sectors.

B. Classification of Manpower Data

The classification to be used for manpower data should be considered in relation to the purpose in mind, e.g. current operational needs, projections of manpower supply and demand, economic and educational planning and other related matters.

1) Current manpower demand and supply

A classification with the maximum degree of detail and convertibility is needed for immediate purposes, e.g. employment placement, immigration, vocational training and estimates of technical assistance needs.

2) Projections of manpower demand and supply

A single national manpower classification should be used to avoid duplication of effort and inconsistencies.

3) Economic and educational planning

- a) definition of broad manpower categories with homogeneous features in relation to education and training;
- b) for study of the structure and evolution of skilled manpower, the concept of 'basic functions' may be a useful tool of analysis.

Specific agencies expressed interest in further development of classifications under (3) above. Any such classification would need to be readily assimilable or convertible into the general national system of statistics, keeping in mind the possibilities of using advanced methods of coding and tabulation.

/III. Planning

III. Planning of Manpower Requirements

A. Forecasting manpower supply and demand - steps in the analysis

1. Inventory and evaluation of present and potential national sources of information, as indicated in the preceding section (with special attention to comparability, frequency of collection and degree of detail).
2. Comparison of various sets of information brought together from many sources, often in different forms and degrees of completeness, and classification by a standard means.
3. Economic projections of the growth and changing structure of the economy, including the growth of new branches of economic activity, form the basis for manpower projections:
 - a) Where development plans exist, the assessment of future manpower needs in terms of the implications of production targets in various sectors.
 - b) Where no ~~over-all~~ development plan exists, the manpower unit may consult with other national agencies in order to establish in collaboration with them the indispensable minimum of economic projections needed for manpower forecasting purposes (preferably using alternative assumptions of growth).
4. Projection of the population and labour force
 - a) Population - since population growth largely determines the size of the labour force, population projections are essential.
 - b) Labour force - from population projections, the size of the labour force, or economically active population, can be projected by using various assumptions.
5. Productivity

On the basis of the methods referred to in (3), future estimates of production, national income or value added should be considered in the light of productivity trends for each sector and industry, in order to adjust the estimated manpower requirements for the projection years.

/6. Occupational

6. Occupational composition of the manpower requirements by economic sectors and specific branches may then be determined:
 - a) from the present occupational distribution of the labour force by sectors;
 - b) considering anticipated changes in the relevant technological and organizational factors and predictable evolution of the economic structure;
 - c) considering existing and anticipated ratios between requirements for persons in one occupation and those in related occupations (see A, 2 (c) above).

B. Planning of Educational and Training Requirements

1. The determination of manpower requirements in different professions and occupations should be followed by the evaluation of their educational and training implications in terms of both quantity and quality; some occupational needs are readily convertible into well defined educational and training needs (e.g. doctors) while others are not, being recruited from broader educational categories.
2. Inflow and outflow in occupations
 - a) Inflow may be estimated from output of educational and training programmes (taking into account also immigration, acquisition of skills informally and return of marginal groups e.g. married women and older workers, to the labour force).
 - b) Outflow owing to death and retirement, wastage after education and training, mobility to other occupations and emigration, must be added to the requirements determined from economic projections.
 - c) Changing standards of qualifications
e.g. in the level of basic knowledge and practical training needed, may also be significant.

/3. The

3. The preceding results should be taken fully into account in the setting of qualitative and quantitative targets for education and training, especially at the secondary and higher levels.
4. Planning of educational requirements for meeting manpower needs should also take into account the present and prospective school population and school-age population at various levels.
5. In educational planning for about 5 to 10 years ahead, supply may be influenced fairly quickly by changes in curricula, acceleration through improved teaching methods, better use of existing facilities and the extension of such facilities, changes in the structure of the school system, and changes in the distribution and proportion of different types of schools.

IV. Organization of an Administrative System for Manpower Assessment and Planning (including technical assistance needs)

A. Machinery and Responsibilities

1. Within the framework of the machinery for economic and social planning, a mechanism and a responsibility need to be defined for programmes of human resources development and especially for diagnosing the manpower situation and arriving at specific conclusions and recommendations.
2. Such responsibility includes the determination of priorities, distinguishing between theoretically desirable aspects of manpower assessment and what is immediately practicable and also between urgent and long-term needs.
3. The role of advisory bodies (which may operate at national and regional levels), with representatives of workers' and employers' organizations and other interested non-governmental bodies in addition to the appropriate government departments, should also be defined.

/B. Functions

B. Functions

1. Manpower assessment and planning implies the allocation of responsibility for the following functions:
 - a) Study and appraisal of existing data;
 - b) Identification of needs for further data;
 - c) Collection of new sources of information in ways most appropriate to the national statistical organization;
 - d) Projection of future manpower supply and demand;
 - e) Analysis and interpretation of information;
 - f) Conclusions and recommendations:
 - i. for immediate action to meet urgent needs;
 - ii. for longer-term action e.g. on the manpower implications of economic development plans;
 - g) Coordination with national and international bodies having interests in manpower assessment and planning;
 - h) Integration of manpower planning, including educational programmes, with general planning for economic and social development.
2. Close cooperation should be established between the manpower planning mechanism and the national organization of economic information, which should be oriented towards the collection, processing and analysis of data needed for planning purposes.

C. Technical Assistance

1. Local counterparts should be assigned to technical assistance experts making manpower assessments and local personnel recruited and trained to carry on future assessments and manpower planning.
2. The Working Party considered that it would be advisable to continue the study of appropriate mechanisms and administrative organization for manpower assessment and planning in various situations, taking into account the present and prospective development of general administrative organization for economic and social planning, and the special conditions of each country.

/V. Technical

V. Technical and Methodological Aspects for Further Research

A. The discussion showed a very large area of agreement on questions relating to the general objectives of manpower assessment and common guidelines and procedures. It was noted, however, that several aspects required further investigation and research which could best be carried out through a joint approach by the agencies concerned. Fuller information resulting from such studies would permit an extension of the methodology of manpower assessment and planning in relation to aspects such as those set out below.

B. Points for Further Research

1. The nature and extent of investment in human resources required for the next stages of economic development in Latin American countries.
2. Analysis of (a) investment costs in education and training and (b) social and economic returns from such investment.
3. Study of the question of manpower classifications for use in economic and social development planning, in terms of:
 - a) specific functions of different occupations
 - b) types and levels of education and training
 - c) occupational structure by economic sectors.
4. Occupational implications of capital-intensive and labour-intensive technologies and especially the development of occupational patterns for economic sectors and specific activities taking into account various scales of production.
5. Problems and techniques of evaluating the means and resources available for training.
6. Analysis of implications of Latin American free trade areas and regional economic integration for national and international employment markets in qualified manpower.

Annex III

DESCRIPTION OF A PROJECT ON MANPOWER CLASSIFICATION

1. Title of the project

Development of a manpower classification for Latin American countries from the point of view of the planning of human resources and the educational and training requirements of qualified manpower.

2. Back ground and justification of the project

- a) There is now a widespread recognition of the necessity of having a system of manpower classification that could be used for various purposes related to manpower assessment, and particularly to enable educational and training planning to be integrated with the manpower needs of economic development, both in quantitative and qualitative terms. The latter point is a matter of particular urgency, as international agencies and national authorities are realizing more and more that educational development cannot be separated from economic and social development.
- b) While a manpower classification which defines the duties of a large number of specific occupations (e.g. the 1,345 occupations of I.S.C.O.) is needed for such operational purposes as placement in employment, short-term vocational training, and migration programmes, a less detailed manpower classification is also valuable for other purposes, and particularly for longer-term educational planning and related aspects of human resources programming. For such purposes the great number of occupations has to be reduced to a much smaller number of broad categories corresponding to the educational levels and types of professional and vocational training which are found, or should be found, within the educational and training system.
- c) This problem has for the last few years been of special interest to ECLA, in connexion with studies of manpower planning in relation to general economic planning and with the activities of the Advisory Groups. Other international agencies, particularly those represented in the Working Party and also concerned with the Advisory Groups, have realised for some time that there is a need for a broader manpower classification which could be used as a practical tool in certain aspects of the preparation of plans for the development of human resources.

/d) Several

- d) Several Latin American countries have also become aware of this need, mainly as a result of undertaking manpower enquiries as, for instance, in Argentine, Chile and Colombia. Throughout the proceedings of the Conference on Education and Social Development the problem was often referred to, directly and indirectly, and it may be expected that one of the results of the Conference will be an increased awareness of the necessity to consider the problems and techniques of manpower planning in more precise and concrete terms.
- e) Specifically, one of the recommendations of the Conference, which deals with the systematization and definition of professions and occupations in terms of their educational and training requirements, states that the co-ordination of work in this field should be entrusted to the Inter-Agency working Party.

3. Objectives of the project

The objects of the project would be:

- a) A re-grouping of professions and occupations in terms of the similarity of basic knowledge, vocational preparation and specific skills needed to perform them;
- b) To systematize and define the main professions and professional specializations corresponding to the different levels and types of vocational preparation found within the systems of general and specialised education and training in Latin America;
- c) To reformulate the classification of professions and occupations in order to make it a more effective instrument for human resources planning.

The last step would probably lead to the identification of a minimum of perhaps 80-100 different groups, while the maximum would be unlikely to exceed the 201 unit-groups of I.S.C.O.^{1/}

^{1/} The main characteristic of unit-groups is "that the occupations included are more closely related to each other than to occupations outside the unit group as regards the functions involved and the skills, knowledge and abilities required".

/4. Organization

4. Organization of the work of the project

- a) An ad hoc committee, composed of a small group of experts appointed for the task by individual agencies in the Working Party, would be established in accordance with point d (iii) of the Terms of Reference of the Working Party;
- b) The committee would work with documents prepared by its members or any other relevant opinion or source of information and would first meet for a limited period (e.g. 4 to 6 weeks) in order to arrive at tentative classifications under 3 (a) and (b) above.
- c) A draft of these classifications would be circulated to:
 - i) international agencies and research institutes interested;
 - ii) national educational bodies, research institutes and other organisations (especially those concerned with higher education and technical and vocational training) to be indicated by member agencies of the Working Party;
 - iii) a small number of individual experts, also to be indicated as in (ii).
- d) The results of consultation under (c) above would be analysed by the group during further meetings over a limited period and in this light a report on the classification recommended would be prepared for the next meeting of the Working Party.
- e) It is suggested that this is the type of project for which financial assistance could well be sought from agencies or institutions outside the Working Party.

Annex IV

EXCERPTS FROM RECOMMENDATIONS OF THE CONFERENCE ON EDUCATION AND
ECONOMIC AND SOCIAL DEVELOPMENT IN LATIN AMERICA

Santiago, 5 - 19 March 1962^{1/}

These are the recommendations calling for the integration of educational planning with economic and social planning and dealing with the problems of training, classification and planning of the demand and supply of skilled manpower.

THE EXTENSION AND IMPROVEMENT OF EDUCATION IN RELATION TO ECONOMIC
AND SOCIAL IMPROVEMENT

(prepared by Conference Committee I)

III. Secondary education

3. Within the framework of secondary education, greater attention should be paid to technical, industrial, agricultural, commercial and administrative training without detriment to the necessary modernization of general secondary education. Such training should be given the same flexibility and legal recognition as general studies at the secondary level.

IV. Higher education

2. Recognized universities and institutes of higher education should participate in the national and regional planning of higher education, and should co-operate in the study and preparation of economic and social development plans, and in particular of educational plans.

9. The universities should pay special attention to the training of the technicians and scientists required to increase the pace of social and economic change, in accordance with the country's estimated need for specialized workers at the higher level.

VII. Vocational training and technical education

1. Vocational training should be programmed as part of an education plan in keeping with a national economic and social development policy designed to raise the standard of living through the optimum use of the total human potential of the country.

2. To make better use of all the resources which a country can allocate to general education and vocational training, careful dovetailing of the programming of activities in both fields is essential. This necessitates, in particular:

^{1/} See Provisional report of the Conference on Education and Economic and Social Development in Latin America (UNESCO/ED/CEDES/37/Rev.1; ST/ECLA/CONF.10/L.37/Rev.1; PAU/SEC/37/Rev.1, pp. 104 et seq.). / (a) The

- (a) The recognition that one of the objects of education at all three levels is to prepare pupils to receive in due course a specific type of vocational training or adaptation in relation to his future employment;
- (b) The conception of vocational training as a process to be developed throughout the professional life of the individual, in accordance with his needs and those of society;
- (c) The creation, simultaneously with the extension and improvement of services at the three educational levels, of a flexible system of vocational training media, distinct from those services with a view to coping rapidly with needs such as the following:
 - (i) The rounding-off of the theoretical and practical training of those who have passed through only part of any educational levels;
 - (ii) the adaptation of the vocational training received in the technical branches of secondary and higher education to the special requirements of jobs at the various levels;
 - (iii) access by workers to means of advanced training to facilitate promotion within their occupations.

3. In order to understand the situation of manpower and employment, studies extensive and in depth should be made on manpower supply and demand at any given moment and on the changes which may be produced in the relationship between supply and demand by economic development and technical progress.

4. In view of the close relationship between vocational training and employment, continuous participation and co-operation should be encouraged in the work of vocational training by all public and private bodies, and organizations interested in the problems in question, especially those of employers and workers.

6. In each country an attempt should be made to re-examine the whole series of vocational training media available for skilled occupations at the first level, with a view to ascertaining whether they meet, quantitatively and qualitatively, the present and future needs of the population and economic development.

8. In view of the experience of a number of countries on the American continent which have established a new system of training

/apprentices and

apprentices and adult workers, countries which have not yet begun to tackle this problem should examine the possibility of setting up national services:

- (a) Covering all economic sectors or those regarded in any particular instance as justifying priority in terms of training;
- (b) Tripartite in structure, i.e. with representation of the Government, employer's organizations and worker's organizations;
- (c) Financed in part by the various sectors of production.

VIII. Rural and agricultural education

3. In view of the urgent need to train auxiliary personnel to carry out agrarian reform and ancillary operations such as co-operatives, credit, industrialization, extension services, marketing, community development activities and home economics, agricultural education and training at the intermediate level should endeavour to meet these needs.

6. UNESCO, FAO, OAS, the ILO, ECLA, the Inter-American Institute of Agricultural Sciences (IAIAS) and UNICEF should advise Governments at their request, either individually or through the joint machinery for inter-institutional co-operation set up under the Charter of Punta del Este or existing previously, in carrying out the tasks enumerated in the above recommendation.

INTEGRATION OF EDUCATIONAL PLANNING WITH ECONOMIC AND SOCIAL PLANNING

(prepared by Conference Committee II)

I. INTEGRATION

1. Conclusions

1. Education, in addition to being an end in itself for those who receive it, enhances the spiritual and moral dignity of mankind, and increases the capacity of individuals and of society to produce the goods and services that provide a higher standard of living. Consequently investment in education produces the highest economic and social return, which can be regarded as comparable with that ascribed to investment in basic social capital.

2. But this return diminishes or vanishes if education is not capable of adapting its structural systems and the content of the curriculum to what is required by the modernization of the traditional social and economic structures of Latin America. Education must be transformed into a much more effective instrument for economic and social development than it is at present.

2. Recommendations

2. It is recommended to the Latin American Governments that they move swiftly to begin the task of educational planning as an essential part of the planning of economic and social development. This immediate task might be begun simultaneously on three fronts:

- (a) The formulation of a diagnosis of the economic and social situation and the educational situation, including the study of human resources, and the establishment of general educational goals for the country together with an estimation of the cost of attaining those goals. It is recommended that the Latin American countries and international organizations which have accumulated experience in this field should make it available to countries that need it so that they can complete this work with the minimum of delay.
- (b) The formulation and implementation of programmes for immediate execution and short-term programmes that are particularly directed to the following aims;
 - (i) To eliminate the most serious shortcomings in the educational services;
 - (ii) To take the necessary steps to ensure that maximum use is made of existing capacity;
 - (iii) To improve conditions in rural education, on the basis of equal treatment for the various regions of each country;
 - (iv) To train by means of crash programmes the workers required to meet the requirements of the economic and social activities that the countries should undertake in the process of their economic and social transformation. This would apply in particular to land reform, tax reforms and administrative reforms and to industrialization, planning and education itself;
 - (v) To undertake or accelerate the rationalization and transformation of the educational system in accordance with the policy governing the long-term objectives and its adaptation to the requirements of economic and social development.

/(c) The

(c) The establishment of the regular work of educational planning in accordance with the recommendations of the Inter-American Seminar on Over-all Educational Planning held in Washington in 1958, and with the recommendations which are set forth below. In the carrying out of this regular planning work special attention would be needed to ensure that:

(i) The objectives and the qualitative, quantitative, financial and administrative aspects of education should be determined in accordance with national development plans and should be founded on social and economic studies and studies of the practical realities of the educational situation;

(ii) The central planning bodies formulate general guidelines and make quantitative and qualitative estimates of the requirements with respect to skilled manpower in the various economic and social sectors. These estimates might be taken into account in establishing the goals of the educational plan.

4. It is recommended that Governments, in collaboration with the international organizations concerned, should undertake:

(a) The systematization and definition of professions and professional specializations by educational levels. The Inter-Agency Working Party on Skilled Manpower in Latin America, in which, ECLA, UNESCO, the ILO, FAO, OAS and ICEM take part, should be in charge of the co-ordination of the studies undertaken on this subject in the different countries.

(b) Studies on the basic and advanced vocational training of adults at all levels of economic activity, with a view to devising activities in this field should be related to plans for increasing productivity and development plans in the different sectors of the economy. Reference should be made to the experience of the countries that have established a flexible system of basic and advanced vocational training facilities, independently of the educational services providing the regular cycles of studies.

/5. It

5. It is recommended to the competent international agencies that, in consultation with the Latin American Governments, they evaluate the financial resources required for the attainment of the educational goals outlined in the Charter of Punta del Este.
6. It is recommended to the ILO that it pursue and expand its studies and technical assistance activities, with the co-operation of other interested international organizations, for the purpose of developing methods of basic and advanced vocational training for workers, and that it formulate recommendations on the incentives that should be given to the labour force with this end in view, as well as on the efforts that should be made by employers to supply the facilities conducive to the attainment of the above-mentioned objectives.

II. ORGANIZATION AND METHODS

1. The following recommendations are made to the Latin American Governments:
 - (a) They should establish and strengthen existing over-all education planning organs, provided at the outset with the proper structure, economic resources and staff to enable it to perform its functions effectively.
 - (b) Close co-ordination should be established between the central economic and social planning organ and the educational planning body; such co-ordination should be basic and permanent and imply the integration of objectives, means, standards and working methods at every stage of the planning process, such as research, analysis, programming, financing, execution and evaluation of results.
 - (c) They should facilitate such co-ordination by providing educational planning organizations with a structure similar to that of central economic and social planning organizations, and by securing the participation of education experts in the work of central economic and social planning organs and of economists and sociologists in educational planning units on a permanent basis.
2. It is recommended that the international organizations concerned should include in their technical assistance programmes provision for the training of national experts in the different branches of educational
/planning both

planning both through regional training institutions and the dispatch of advisory missions to Latin American countries at their request. It is also recommended that they should prepare and publish hand books on educational planning techniques.

3. UNESCO, ECLA, FAO, the ILO and OAS are particularly recommended to intensify their studies aimed at improving methods for integrating educational planning with economic and social planning.

INTERNATIONAL CO-OPERATION FOR THE PROMOTION AND
IMPLEMENTATION OF EDUCATIONAL PLANS IN RELATION
TO ECONOMIC AND SOCIAL DEVELOPMENT

(prepared by Conference Committee III)

- I. Type, volume and priority of international aid
4. That, in determining the educational priorities to be complied with by international technical and financial assistance, attention be paid as far as possible to national educational plans that are closely co-ordinated with economic and social development plans;
6. That international organizations and public and private co-operation agencies accord high priority in their assistance programmes to activities connected with integrated educational planning.
- II. Co-ordination of international assistance
1. That an office to co-ordinate the assistance offered by the different organizations, agencies and Governments be set up in each country to prevent duplication of effort and to facilitate the holding of regular and frequent meetings with the national authorities;
2. That systematic information be supplied to countries on the type and volume of financial and technical assistance available to them, including information on the proper way of obtaining assistance from the different external sources;
3. That a regional information centre be set up to compile, analyse and disseminate information on the technical and financial assistance offered by international organizations, agencies and countries to Latin America and to explain the way in which such assistance is to be obtained.

/III. Regional

III. Regional projects

5. To establish regional centres of educational research, demonstration and training, for the study of plans and programmes, teaching methods and the use of modern equipment and audio-visual media that will be useful to national institutes of educational research, countries with similar problems and characteristics being grouped together. These centres would study, in particular:
 - (a) The adaptation of up-to-date educational methods and media, including radio and television, for the development of primary and adult education in rural areas.
8. To establish regional institutions, by groups of countries with characteristics and problems in common, for the training of teachers at the higher or university level to meet the needs of vocational, technical and secondary education, and the teaching of science;
9. To improve methods of teaching science, especially at the intermediate and higher levels of educational systems, by means of in-service training courses for teachers, arranged for groups of countries with similar requirements and characteristics, with a view to the more efficient of such laboratory and workshop facilities as can be financed.

OTHER RECOMMENDATIONS

(prepared by various conference committees)

- I. Research on educational, economic and social development
1. Research and studies should be undertaken by Governments, universities, research institutions, and private foundations, as well as by the agencies sponsoring the Conference and other interested international organizations, to follow up the work of the Conference, and relate their educational policy to their national goals of economic and social development;
2. A special effort should be made to ensure comparability of research methods and data in order that the regional situation can be evaluated on a common basis;

3. Top priority should be assigned to the following subjects of study:

(a) Planning of education

- (i) Principles and techniques of educational planning; methods of co-ordinating educational planning with over-all planning;
- (ii) The technology of education (potentialities of new teaching methods, etc.);
- (iii) The role and needs of the teacher (social and economic position, level of training).

(b) The relation between education and economic development

- (i) The role of human resources in economic growth
- (ii) Investment and education: methods of assessing the costs of education and the returns to be derived; problems of determining the optimum allocation to education
- (iii) Techniques of investigation at the country level of educational requirements related to economic and social development.
- (iv) Financing of education. Economic and social implications of different methods; means of finding additional sources of revenue budgetary techniques.

(c) Manpower needs and education

Forecasting of needs for skilled manpower; methods of adjusting the development of the educational system to manpower needs. Educational requirements of different types and levels of skilled manpower.

(d) Statistics (educational and demographic)

Improvement in the collection, standardization, compilation and analysis of educational statistics and basic demographic data necessary for educational planning.