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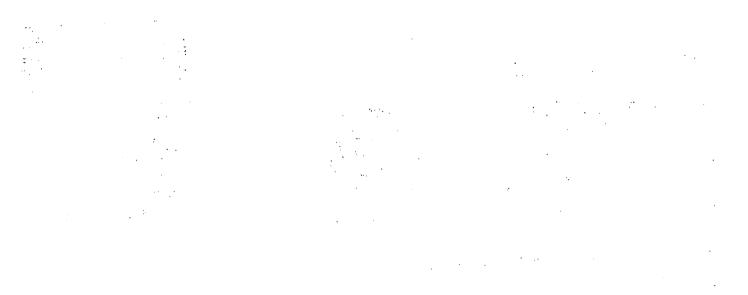
PROSPECTS FOR TECHNICAL CO-OPERATION IN MANPOWER DEVELOPMENT BETWEEN AFRICA AND LATIN AMERICA

Mario Cerda, Consultant\*

This document is a contribution from the Latin American Institute for Economic and Social Planning (ILPES), within the framework of the UNDP/ CEPAL/ECA Project entitled "Promotion of Technical and Economic Co-operation between Africa and Latin America" (INT/80/908). This is a preliminary version subject to revision in both form and contents.

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### - iii -

#### CONTENT

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		Page
1.		l
2。	Particulars of Latin American experience in manpower training	2
<b>3</b> 。	The present situation of technical co-operation for manpower development between the two regions	7
	A. Interinstitutional co-operation	10
	B. Co-operation among countries	11
4.	Barriers faced by technical co-operation for manpower development	15
5。	Future co-operation possibilities in the sphere of manpower development	16
6.	Strategies and mechanisms for the promotion of horizontal co-operation	21
<b>7</b> 。	Conclusions and recommendations	22
		29

#### /l. Introduction

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#### 1. Introduction

In the context of the Buenos Aires Plan of Action of the United Nations Development Programme, the purpose of which is to promote and implement co-operation among the developing countries, the Economic Commission for Latin America (CEPAL) and the Economic Commission for Africa (ECA) undertook the task of identifying, delineating, formulating and promoting technical and economic co-operation arrangements and projects among the developing countries of both regions.1/

The project in question selects the field of human resources as one of the key areas for horizontal technical co-operation due to its considerable incidence, together with that of the areas of science, technology and trade, in the development of countries. As a collaborating agency in the project, the Latin American Institute for Economic and Social Planning undertook the responsibility of directing the study of the first of the areas mentioned.

The present document contains a summary of the information gathered in five countries of the region concerning the opportunities for mutual co-operation between them and African countries in the field of manpower training.

By means of visits made especially to training institutions, planning agencies and departments of the Chanceries of Argentina, Brazil, Colombia, Mexico and Trinidad and Tobago, and interviews held with specialists of the Inter-American Centre for Research and Documentation on Vocational Training (CINTERFOR) in Montevideo, Uruguay, it was possible to assemble information on the present situation, prospects and opportunities for more fluid and advantageous horizontal co-operation between Africa and Latin America and the Caribbean. These particulars have provided a base for selective study and for the formulation of proposals taking into account discernible needs and trends in the short and medium term in both regions.

The inquiries carried out referred in particular to three manpower training areas whose effect on development is self-evident; namely personnel training for the productive sectors, the training of personnel for public administration services and the training of economic and social planning specialists. 1.1 Background particulars

The assistance provided by the industrialized countries to developing countries has not always achieved the desired results, or at least those consistent with the needs of the recipient country. This assistance, assuming a recipient on the one hand and a donor on the other, involves, even if unintentionally, the exportation of technologies, policies and cultural features, and eventually generates new forms of dependency. Traditional technical co-operation, as a significant tool in development aid, carries an inherent risk of reviving and strengthening old bonds of dependency and tends to distort its very intent.

The need to overcome the risks of traditional co-operation and the advisability of taking advantage of the value of experience acquired in similar development situations, has aroused interest in mutual co-operation among the developing countries. This new form of co-operation, based on the equality, sovereignty and identity of countries, offers particular opportunities in the field of human resources. Experience obtained within the region, and the first steps taken at an interregional level confirm this expectation and provide evidence that latent values have been aroused, stimulating self-reliance and solidarity among the national communities concerned.

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<sup>1/</sup> See project INT/80/908 of the United Nations Development Programme (UNDP).

In June 1977 the Secretary-General of the United Nations Conference on Technical Co-operation among Developing Countries assembled in Kuwait a group of experts on development problems. On that occasion the need became evident to acknowledge and highlight the value of experience gained in the Third World countries themselves, since they represent a substantial modification of traditional methods of assistance provided by the more developed countries and international organizations.

In September 1978 the United Nations Conference on Technical Co-operation among Developing Countries, convened in Buenos Aires, approved the plan of action known as the "Buenos Aires Plan of Action", to promote and implement technical co-operation among developing countries. The thirty-eight recommendations of this plan throw into relief, among other aspects, the multilateral character of the TCDC process and the need to adopt positive measures to promote, programme, adopt policies, improve information and institute mechanisms for technical co-operation among the developing countries. In this context it is sought to move ahead with the establishment of networks to enable a constant flow of information and mutual knowledge, the disclosure of needs and the development of reciprocal technical co-operation between Africa, Latin America and the Caribbean.

The information obtained and proposals put forward, together with a similar document concerning African countries, will serve to guide the work of a group of experts due to meet in the near future in Santiago, Chile, in fulfilment of the third stage of UNDP project INT/80/908/A/15/52. 1.2 Objectives

The ultimate aims of this project are to promote horizontal co-operation between Africa and Latin America through the definition and implementation of mechanisms and the execution of joint economic and technical co-operation activities among the developing countries of both regions.

The more immediate objectives of the project, which is the subject of this report, are:

- To collect information on bilateral and multilateral technical co-operation agreements between African and Latin American countries with reference, for the purpose of this document, to the field of manpower training, examine the experience obtained in the application of these agreements, define the barriers encountered and propose solutions.

- To assess the possibilities of reciprocal co-operation between Africa and Latin America and the Caribbean, and draw up recommendations identifying, as far as may be possible, specific projects for execution in the field of training.

The present report aims to contribute to the fulfilment of the immediate objectives of the project.

# 2. Particulars of Latin American experience in manpower training

To the extent that its importance has become manifest as a key factor in the development process, training has gained significantly in strength and relevance in Latin America.

The high technical standard and advanced degree of institutionalization achieved by training activities in the region, assisted to an important extent by the industrialized countries and international agencies, have been reached thanks to sustained efforts on the part of institutions devoted to manpower development, business enterprises, worker associations, planning bodies, government agencies and specialized centres.

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It should however be mentioned that, in the case of this region, manpower training in each of the three areas considered in this study came into being at different times and under differing circumstances. This partly explains the reasons for their separate development and a failure to obtain the technical and methodological benefits of integrated co-ordination.

- Training of the labour force

The establishment of the National Industrial Apprenticeship Service (SENAI) in Brazil, in 1942, marked the initiation in Latin America of the development of worker education and training activities on an extra-curricular, systematized and countrywide basis; an activity generically known in the region as Vocational Training.

The basic purpose of the institutions of this kind that came into being was to satisfy the demand arising from the process of industrialization and modernization of the economy and make up for the insufficiency of the conventional education system to provide the productive apparatus with suitably qualified labour.

The activities mentioned were often instituted with the support of the private sector; some were developed under the aegis of employer associations or linked with government departments such as ministries of labour, education or economy, or several ministries and agencies together, depending upon their sector of activity.

The systems and institutions undertaking these responsibilities have been undergoing continuous evolution and development. New duties and specializations have been added to their original aims. In broad outline, they currently fulfill an important role in:

- the training of company workers
- adult education and vocational training
- occupational training for young people deprived of participation in formal education
- the vocational reconversion of unemployed persons
- the occupational rehabilitation of physically handicapped persons
- the vocational, occupational, economic and social advancement of workers
- education and training of women
- training and development of management personnel for small and mediumsized enterprises
- participation in worker education programmes
- training of persons working in disadvantaged sectors
- the drawing up of national classification and occupational qualification systems
- training of middle-level technical personnel.

This change in the objectives of the institutions engaged in the task of labour training has coincided with the undertaking of significant research and development in connexion with their own manpower resources for management, technical, and teaching duties. At the same time their technical resources and facilities have grown in both volume and quality and their training activities have expanded to incorporate not only those joining the work force for the first time but also, and more significantly, those employed at different occupational levels throughout the three sectors of the economy already mentioned. Specialized training agencies by economic sector (industrial, commercial, agricultural) are in operation in some countries.

In addition to the work of these specialized institutions now established in most of the Latin American and Caribbean countries, occupational training

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activities are also carried out within the employing firms. The latter activities, often of a technically advanced and systematized nature, have been assisted and counselled by the vocational training institutions themselves. They have arisen in those enterprises which, due to their importance, size, geographic location or the peculiarities of their processes, methods or products, justify this form of endeavour. Special departments of government and private enterprises may thus be found in some countries together with fully autonomous training institutions for the sugar and petroleum industries, postal and telecommunications services, etc., of which an example is the Sugar Industry Training Institute (ICIA) in Mexico.

A further feature of the area of labour training is the participation of government, employer and worker representatives, at one or other executive level, signifying tripartite involvement in its operation. The manpower resources of the institutions mentioned may be grouped in the following categories: senior management staff, technical specialists, teachers, and administrative and auxiliary personnel. The lack of specialists, above all in the technical, teaching and management fields, has in many instances induced resort to bilateral or international co-operation. The institutions themselves have been organizing and perfecting their own programmes, and have even established special centres to train their technical and teaching staff, this being a fundamental concern in the development of training. The engagement and development of manpower is at all times one of the most important tasks currently facing the vocational training institutions.

In order to finance these activities the following modalities are those mainly in use: a direct tax payable by the employer, based on the corresponding salary and wage payroll (Colombia and Venezuela); directly from government funds (Argentina, Cuba, Trinidad and Tobago, Nicaragua); or the compensation of costs incurred in training activities by the enterprise by means of a deduction from taxes or other obligations payable by the latter (Brazil, Chile, Costa Rica).

Another important feature of these institutions is their technical, administrative and financial autonomy. Generally speaking there are no links between the labour training institutions and national planning agencies. The institutions themselves draw up their studies of manpower requirements and determine vocational training needs. Vocational training has in general been carried out within a policy of expansion of employment and an increase in the productivity of the employed work force by means of a wide range of courses and training methods at the centres, and enterprises themselves, using mobile units, correspondence courses, etc. Those participating in vocational training programmes are estimated to amount to 1.5% of the economically active population.

At the level of the regional vocational training institutions the initiative arose to set up an entity with duties in the spheres of documentation, dissemination, research, study and promotional activity. As a result, the Inter-American Centre for Research and Documentation on Vocational Training (CINTERFOR),2/ is now a tool of vital technical and political significance, due among other aspects, to the interchange, cohesion and co-operation it has contrived to instill among its members.

2/ The Inter-American Centre for Research and Documentation on Vocational Training (CINTERFOR) is a specialized agency of ILO. It was established in 1964 with the purpose of giving impulse to and co-ordinating the efforts of governmental institutes, agencies and dependencies devoted to vocational training in Latin America. Headquarters are located in Montevideo, Uruguay.

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#### - Personnel training for public administration

Training activities for the public administration became systematized in the decade of the 1950s. The institutions undertaking these duties commonly came into being in close relationship with the civil services of the State and in response to the need to adapt manpower resources to the structural transformations taking place in government organizations. The latter were growing in complexity and incorporating new technologies in an effort to achieve higher levels of efficiency. The establishment of several of the training institutions for the public sector was prompted by an assistance project of one or other international agency or by the implementation of administrative re-adaptation measures. Systematic and continuing activities on the part of these institutions, in organized form and applied on a national scale, coincided with the dissemination and introduction of present-day administrative methods and techniques and the incorporation of technologies in the process of public administration.

The policies of the training institutions for government service tend to extend their activities to embrace all government agencies and, if possible, all occupational levels. They aim not only to develop the knowledge and capability of staff members but also to promote their social advancement. The fundamental objective remaining valid at all times is however that of achieving modernization in public administration through training.

The fundamental duties of these institutions are:

- The training of middle-level and senior personnel for the government service.

- The study and development of technical and educational material, and the development of suitable training methods and resources.

- To provide the public sector institutions with advisory services with regard to the establishment of training needs and the drawing up and application of specific training programmes.

To undertake research in connexion with the training and development of personnel for government administrative work and associated responsibilities.
 To disseminate information and technical data by means of periodical

bulletins and library services.

The work of these agencies is carried out by means of programmes, courses, seminars and prepared modular-type materials, generally in co-ordination with government institutions or services.

The costs of the institutions and their activities are normally financed from the government budget.

In some cases, and in order to avoid obstacles of a bureaucratic nature frequently encountered in government services, training institutions for public administration are set up in the form of autonomous institutes or foundations financed by contributions from the government treasury (the Municipal Administration Institute (IBAM), in Brazil, the Public Service Training Foundation (FUNCEP) in Brazil; the Advanced School of Financial Administration (ESAP) in Colombia).

Personnel employed by these institutions comprises regular staff members and others engaged under contract for specific short-term tasks, generally of an instructional nature. The teaching staff consists of teachers with wide experience, senior members of the public administration services with educational training, and research specialists attached to universities or similar bodies.

Training activity is concentrated on employed personnel. Courses, seminars and other activities are carried out during normal working hours or by means of evening sessions. Training may be imparted either in the classroom or at the work site (advisory training).

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In all the institutions consulted in the course of this inquiry the methodologies in use were of an active type, based on participation. Group work, case studies, discussion panels and other techniques are commonly used. The main problems currently engaging the attention of these institutions

refer to the teaching qualifications of lecturers and instructors and the development of new teaching methods, techniques and resources.

- The training of economic and social planning specialists

The training of specialists in the field of economic and social planning is the most recent of the manpower training activities undertaken in the Latin American and Caribbean areas in an organized, systematic and continuing form. The first agencies were set up in the 1960s with the aim of implementing manpower training for planning purposes at the national level.

This activity was set in motion almost at the end of a phase when development planning, conceived as a systematic and continuing process, became incorporated into government administration as a key function in the regional countries. This was to a large extent due to the efforts of CEPAL ever since its establishment. As a result of the creation of ILPES in 1962, training activities and advisory services for regional development planning were extended and consolidated. With the setting up of ILPES, considerable effort began to be devoted to the training of experts, and some 7 000 professional specialists have so far attended the Institute's courses. At the same time ILPES has carried out promotional work in connexion with training in individual countries, fostering the establishment of centres and counselling them in their development. This task remains as yet to be completed throughout the regional countries. To these training centres, which came to life with the support of national planning agencies, were assigned, in some cases, applied research and dissemination responsibilities and advisory services in matters relating to development planning. (Economic Development Training Centre (CENDEC) in Brazil, and the Development Training Centre (CECADE) in Mexico.)

The duties of these centres coincide in some programmes with those of the training institutions for government personnel. They organize and execute training programmes in areas of national, regional, sectoral and programme planning and in specific matters such as programme budgeting and the drawing up, analysis and evaluation of projects and public administration.

These training centres enjoy considerable autonomy in technical matters, and relative independence in the operational and administrative fields. Their financing requirements are customarily drawn from the government budget.

The teaching staff comprises a regular complement of teachers, generally limited in number, supported by lecturers and professional specialists from universities, government and scientific research institutions, and professors and experts of international agencies and similar bodies,

At the institutions visited the concern with technical education matters was evident in all cases in fields such as the preparation of teachers with appropriate knowledge of active methods, group leadership techniques, and the preparation of programmes and educational material enabling them to multiply their efforts and raise their instructional efficiency.

The general policies of the training centres for development planning tend to attempt to solve one of the most acute problems of the regional planning agencies, namely that of insufficient technical personnel. This insufficiency is due mainly to two causes: the need to assign specialists to a growing number of decision centres and the replacement rate of specialized personnel.

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#### 3. The present situation of technical co-operation for manpower development between the two regions

Co-operation endeavours between Africa and Latin America and the Caribbean are of comparatively recent date. Their characteristics vary widely according to the participating countries. Cultural, social, geographic, economic and political realities are significant factors directly influencing the disposition and interest of the countries in the sphere of horizontal co-operation.

Due to political and historical reasons co-operation between the two regions is as yet incipient. The cultural, economic and social heterogeneity of the countries concerned comprises a complex circumstance not always favouring the institution of interregional co-operation mechanisms. The first approaches between the countries were made in the 1960s and took the form of visits by special missions with a view to concluding agreements of a commercial, technical and scientific character.

Viewed as a concerted activity, one of the main originating factors in interregional co-operation between developing countries has been the development of economic relations between the third world countries, stimulated by the process of national independence in the African arena. These links have grown significantly in the course of the past decade.

A concrete expression of this interest on the part of the African and Latin American countries is the agreement signed by ECA, CEPAL and UNDP to promote technical and economic co-operation between the countries of both continents which is the subject of the present report. This agreement represents the outcome of mandates received since 1977 by ECA and CEPAL from their respective member countries.

Co-operation in the field of manpower development may be said to have come into operation in the 1970s and is of particular relevance in the area of vocational training of the labour force.

Of the countries considered in the present report, Brazil is the most experienced as regards bilateral scientific and technical co-operation with African countries.3/ In effect, the Brazilian government subscribed the first technical and scientific bilateral undertakings with African countries, commencing in the year 1972. These agreements, as those subscribed by Argentina later on, are of a general nature and establish basic conditions for the subsequent development of technical and scientific co-operation. They include express reference to the need to contribute jointly to the education and development of human resources.

Following the Kuwait declaration, countries of both regions have awakened their interest in and intensified their attempts for establishing bilateral links in the field of scientific and technical co-operation.

In the field of vocational training of the labour force this mutual readiness and interest has been demonstrated in a positive manner. Due to an initiative on the part of the government of Brazil, and with the sponsorship of the United Nations Development Programme, the International Labour Organisation (ILO) and CINTERFOR -the latter acting as the executing agency- a technical meeting was held in the city of Brasilia from 21 to 25 August 1978 on the subject of vocational training

3/ It is also known that Cuba, which was not included in the present study, carries out an important activity of scientific and technical co-operation with several African countries.

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programmes in Africa, Latin America and the Caribbean.4/ The meeting was attended by delegates from 20 countries and served to examine the experience of the vocational training -or labour training- institutions in both continents and promote mechanisms for technical co-operation between them.

Based on this meeting a plan of co-operation was adopted between CINTERFOR and the Inter-African Centre for the Development of Vocational Training (CIADFOR) with headquarters in Abidjan (Ivory Coast). This envisages:

- The increasing interchange of experiences in the management of vocational training through the medium of apprenticeships, seminars, improvement courses and joint studies.

- The interchange of experiences on educational technology, the preparation of educational material, and the study of vocational training modalities.

- The execution of joint technical work with regard to vocational training systems, the further education and development of teaching and management personnel, the financing of vocational training, the rationalization and use of new media for training activities, and the use of mobile units.

3.1 Currently valid co-operation agreements

As already mentioned, the level of participation in TCDC activities differs considerably among the countries included in the present study. Moreover, the degree of development of the agencies entrusted with the co-ordination of international co-operation activities is closely connected with the quality and quantity of information obtainable.

- Argentina

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Two official departments in the Argentine Republic are concerned with the promotion and development of TCDC activities. They are the Ministry of Foreign Affairs, and the Office of the Director of Planning of the Presidency of the Republic. The latter acts as a national co-ordinating agency.

General co-operation agreements, and technological and scientific, commercial, cultural and economic co-operation agreements are currently in force. They allow for manpower training activities, but not always in a specific manner. Argentina has concluded agreements with the following African countries in the context of TCDC, most of which were arrived at in 1980: Senegal, Togo, Kenya, Zaire, Equatorial Guinea, Gabon, Congo, Ivory Coast, Libya and Egypt. It is foreseen that to these will be added general co-operation agreements with Ghama, Nigeria and Cameroon.

Horizontal co-operation activities have not yet come into operation due to reasons of a financial nature.

- Brazil

Brazil has been a party to a large number of co-operative agreements with African countries.

The Brazilian organization for co-operation with developing countries is broadly based and fairly well structured. The main competent agencies are the Ministry of Foreign Affairs acting through its Technical Co-operation Division, and the office of the Planning Secretary of the Presidency of the Republic (SEPLAN), the latter represented by the office of the Secretary for International Economic and Technical Co-operation (SUBIN).

4/ CINTERFOR, "Dialogo entre dos continentes: la formación profesional en Africa, América Latina y el Caribe" (Dialogue between two continents: vocational training in Africa, Latin America and the Caribbean). Report (Project 151), Montevideo, 1980.

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The greater part of the mutual co-operation agreements with African countries were subscribed by Brazil in the 1970s. These agreements represent basic reference documents and include general provisions governing co-operation activities in the scientific, technical and mutual information fields. They contemplate freedom of action in the drawing up of specific annual operational programmes, consistent with the resources allocated for the purpose in each period by the national agencies involved.

Moreover, most of the agencies dealing with the development of human resources include a specialized department entrusted with the organization of international technical co-operation in close and continuous contact with the Technical Co-operation Division of the Ministry of Foreign Affairs and the office of the Secretary for International Economic and Technical Co-operation of the office of the Secretary for Planning of the Presidency of the Republic.

The existence of the following mutual co-operation agreements with African countries was noted: Senegal, Angola, Benin, Cameroon, Guinea-Bissau, Ivory Coast, Egypt, Ghana, Kenya, Togo, Zaire, Nigeria, Cape Verde, Tanzania, Principe and Santo Tomé, Mozambique, Tunisia, Mali, Dahomey, Zambia, Ethiopia, Morocco and Algeria.

Draft agreements are being negotiated with Sudan and Sierra Leone.

Several of the agreements mentioned are in active operation, namely those with Nigeria, Ghana, Mozambique, Ivory Coast, Angola, Zaire, Guinea-Bissau, Cape Verde, Gabon and Senegal.

- Colombia

No co-operation agreements exist as yet between Colombia and African countries. There is, however, a growing interest in establishing commercial relations and in setting up co-operation agreements in the framework of TCDC. Talks in this connexion have been held with Algeria and Ivory Coast, and several missions from Africa have visited Colombia to look into opportunities for mutual co-operation. This country has already acquired some interesting experience in horizontal co-operation with Latin American and Caribbean countries which consequently holds out favourable prospects for similar action with African countries. A specific instance carried out with Zaire between 1973 and 1975 enabled favourable results to be obtained in the transfer of Colombian experience in the field of organization of advanced foreign studies through the means of assistance provided by the Colombian Institute for Co-operation in Foreign Studies (ICETEX) to the African country in question.

The Colombian agencies entrusted with horizontal co-operation matters are the Ministry of Foreign Affairs and the National Planning Department acting through the International Technical Co-operation Division.

Training institutions in Colombia enjoy a certain degree of autonomy in the matter of co-operation projects. SENA, however, which operates in the field of vocational training, is able to act with considerable independence and furthermore includes a unit specializing in international technical co-operation activities and acting in connexion with agreements concluded at government level.

- <u>Mexico</u>

Mexico has not as yet concluded technical co-operation agreements with African countries in the framework of TCDC. Considerable interest is however shown in establishing co-operation relations, and there is a frequent interchange of visits for this purpose.

Although there are commercial relations in progress with several African countries, they have not yet reached the point of formal manpower training

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arrangements. Only brief visits of missions involving co-operation with Egypt and Tanzania are envisaged as specific interchange programmes in connexion with the management of training. Talks have been held with both these countries with a view to concluding agreements.

The implementation of international technical co-operation policies is dealt with in Mexico mainly by the Office of the Secretary for Foreign Affairs through the General Directorate for International Technical Co-operation.

Each government ministry also deals with international technical co-operation agreements in its own sphere of interest, as do the more important training agencies. Some proven horizontal co-operation experience has been obtained with other countries of the region.

- Trinidad and Tobago

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Due to being a member of the British Commonwealth -a situation linking it with most English-speaking African countries- and to historical, ethnic and cultural relationships, Trinidad and Tobago maintains some co-operation agreements with Nigeria, Ghana, Uganda, Ethiopia, Kenya and Zimbabwe. These activities are however specific in nature and do not form part of a concerted co-operation programme within the framework of TCDC.

As regards co-operation in the sphere of manpower training, activities are in hand with Zimbabwe through that country's National Training Board for the preparation of motor-vehicle mechanics and office secretaries. It is incumbent on the Ministry of Foreign Affairs to decide on international co-operation policies, and on the International Technical Co-operation Office of the Planning and Development Department of the Finance Ministry to co-ordinate their implementation.

3.2 Areas of co-operation in the sphere of manpower development

Up to the present, two levels of interregional horizontal co-operation are discerned in the field of training, namely co-operation between agencies and co-operation between countries.

#### A. Interinstitutional co-operation

This class of co-operation comprises CINTERFOR and its African counterpart, CIADFOR.5/

The areas of concern in this instance are:

- Collaboration in the management of vocational training at the national institutional level.

- The transfer of experience in educational technology and the preparation of instructional material for vocational training.

- The promotion of mutual co-operation by means of seminars, technical meetings, work groups and the interchange of information and documentation, especially in connexion with rural training employing mobile units, and training and assistance to small and medium-sized business enterprises.

A feature of interest in connexion with this type of co-operation is that its component elements are national specialists from both regions being provided by the respective institutions and work is carried out at the premises of these

5/ The meeting held in Brasilia from 21 to 25 August 1978, gave rise to a plan of co-operation between vocational training institutions in Africa, Latin America and the Caribbean.

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institutions. This has indirectly signified the establishment of co-operative activities among countries not subject to any kind of formal relations.

#### B. Co-operation among countries

As already pointed out, bilateral co-operation activities between countries of both regions are very important in the case of Brazil.

The promotion of relationships with African countries is an explicit policy of the Brazilian government. Aiming at the development of technical co-operation in the context of TCDC, an agreement has been concluded between UNDP and the government of that country for the financing and execution of co-operation activities, including manpower training.

In general, existing agreements cover the following three areas:

- Manpower training -or vocational training as it is usually called- under the direction of productive sectors at the worker and semi-skilled personnel level.

- Training for the public administration services. This includes personnel for central government administration, the municipalities, and branches of these services. It refers mainly to staff for middle level to senior posts.

- The training of specialists in economic and social planning.

In the sphere of manpower training, the stress is laid on what is described as "multiplying factors". In other words, acquired experience has demonstrated the advisability of carrying out activities for:

- The preparation of teacher-training personnel

- The preparation of technicians in the planning and methodology of training, and of specialists in the programming and preparation of instructional material.

- The training of senior staff for the introduction of manpower development systems.

- Providing advisory services in the design and selection of training equipment and related media.

Technical co-operation has additionally been provided by Brazil in the study of projects involving the structure and development of vocational training systems and agencies in African countries.

The main objective of horizontal co-operation activities in the areas of manpower training for the public administration services, and of economic and social planning specialists is to raise the level of capability in technical aspects peculiar to these particular duties. Co-operation in the development of training systems appropriate to these areas has as yet not been undertaken. 3.3 Institutional arrangements for the promotion of manpower development

In the five countries consulted (Argentina, Brazil, Colombia, Mexico and Trinidad and Tobago), as in almost all the Latin American and Caribbean countries, manpower training activities are in process of institutionalization.

This situation favours the adoption of some arrangements for the promotion of co-operation activities in the sphere of manpower development. In practice, interinstitutional arrangements and understandings are generally brought about by two means, namely by agreement between governments and as a result of action by the international agencies. Both are valid at the present time.

In the context of intergovernmental agreements, the institutions attempt to come to an agreement on the implementation of specific co-operation actions, generally in the form of rendering services that take advantage of situations favouring one or other party. The programming of familiarization visits, and the exchange of documentation and programmes constitutes a fundamental initial phase.

/Brazilian experience

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Brazilian experience has led to the drawing up of annual operating programmes in order to rationalize the use of technical and financial resources allocated to TCDC activities. Mechanisms and agreements between the Ministry of Foreign Affairs and training institutions have even been set up to fix procedures and assign organizational and financing responsibilities.

This system of preparing annual programmes would be both feasible and advisable in the future activities of other countries. Intergovernmental bilateral agreements normally tend to channel dealings through the government offices receiving offers and requests for co-operation. To a smaller extent direct agreements are arrived at between institutions due to an apparent lack of fluidity in the information and mutual knowledge acquired through official channels.

The action of regional agencies has encouraged approximation and mutual collaboration between the countries. The activity of ILPES in the field of training at the regional level has contributed to the establishment and strengthening of training centres for the planning and development of forms of horizontal co-operation between the countries. In the sphere of vocational training CINTERFOR has also proved to be a significant tool in interagency co-operation. The institutions mentioned will be fundamental in any future interregional co-operation initiatives. Within its particular sphere of action, the Latin American Administration for Development Centre (CLAD), is another regional agency capable of promoting co-operation in training matters.

In general terms, the training institutions display motivation, interest and the necessary autonomy to freely develop the interchange of programmes and technical information which constitutes a form of horizontal co-operation. Opportunities are also apparent for the mutual rendering of services and exchange of scholarships, despite their dependence on financial availabilities.

Experience within the region has demonstrated that direct dealings among the institutions have been productive. Seminars, technical discussions, informational visits, the exchange of technical documents and other forms of technical interchange have been important forms of co-operation. Steps taken to intensify these interchanges are invariably well received.

Under present arrangements for co-operation among the institutions, resort is also made to participation by industrial and commercial enterprises interested in personnel training, who benefit from its promotion and supply financial support for the interinstitutional activities in addition to making technical contributions.

The composition of specific regional projects involving financing by international technical co-operation agencies or by the more advanced countries, and responsibility for execution being assumed by a given agency, with the collaboration of institutions in various countries, represents a method already essayed in the region with favourable results. This is a promising method and would surmount certain barriers between countries if applied to programmes with Africa.

#### 3.4 Co-operation modalities currently employed

The methods being employed in carrying out technical co-operation between the developing countries of Africa and Latin America and the Caribbean, are as follows:

- Apprenticeships and familiarization visits

These comprise the preparation of programmes for and attention to high-level technical personnel and official government visitors wishing to acquaint themselves with training systems in specialized institutions and particular enterprises with a view to preparing and implementing manpower training programmes.

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Activities of this kind have been carried out with more or less frequency in almost all the countries of the region. These apprenticeships and visits are customarily arranged without reference to any particular co-operation agreement, and as a consequence of a preliminary understanding or invitation which implicitly determines the corresponding source of finance.

This type of activity is regarded as fundamental in any co-operation project since it enables the evaluation of means and conditions for the establishment of co-operation relations.

Deserving mention in this context is the procedure being followed by the Municipal Administration Institute in Brazil (IBAM), which has programmed conducted visits for small groups of African personalities for the purpose of acquainting them with local administration departments dealing with transport, health, sanitation, education, tourism, etc., and with its own training system and programmes. These activities involve a period of three weeks and are separately organized for groups speaking French, English or Portuguese.

- Study and further education scholarships

These call for matriculation in specialization courses or programmes and the payment of maintenance costs and sometimes of travel expenses within the country. As a general rule the requesting country defrays the cost of the trainee's return fares.

This form of co-operation is frequently hampered by financing difficulties. The collaboration of international agencies and governments of the more developed countries have made it possible to make use of this method.

- Courses

This method involves making attendance opportunities or inscriptions available to applicants officially proposed by governments for participation in previously agreed courses.

The requesting country or agency customarily defrays the full cost of fares, internal travel and the trainee's maintenance expenses.

Payment of the corresponding inscription and fee for the course may also call for prior agreement.

- Experts

The participation of technical specialists to provide advice in the organization of training programmes and implementation of vocational training systems is a method adopted by Brazil in connexion with programmes in some African countries.

It is a type of co-operation that has been used especially in the planning and organization of training workshops and specification of the related installations.

Within this modality consideration has been given by Brazil to the development of missions of medium duration (1 to 3 months) to look into specific interrelated technical problems; e.g. the specification of equipment for training centres and their layout; instruction programmes, techniques employed in the preparation of instructional material, and the training of teaching and supervisory staff.

This method has been employed in worker training activities.

- Interchange and preparation of instructional material

This is a usual form of co-operation carried out independently of any formal undertaking or agreement. The lack of information concerning the activities of the training centres in their respective countries is a cause of this type of co-operation not being employed more fully at the present time.

Deserving particular mention in connexion with this method, is the joint effort that national institutions in Africa have been making with the collaboration

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of Latin American technicians and the co-ordination of CIADFOR and CINTERFOR, to adapt basic manuals for the formulation of programmes and the necessary instructional material for vocational training. These basic manuals have been produced since 1968 in Latin America and the Caribbean with the multilateral collaboration by the vocational training institutions in the countries concerned. They are known as the "basic CINTERFOR series" (CBC).

- Commercial interchange

This refers to the supply and purchase of instructional materials and equipment.

Other co-operation modalities employed include meetings, seminars and work groups convened by regional or subregional international agencies, or by the preparatory missions themselves concerned with agreements or projects. These, as already mentioned, have proved to be effective forms of mutual co-operation. 3.5 Institutional and policy aspects of manpower development

Since it has not yet been possible in Latin America to achieve effective co-ordination between development policies and educational planning, and due to the effects of technological assimilation and development on the structure of employment, the training institutions in general have tended to establish their own planning mechanisms. In technical-educational terms they have found it advisable to adopt training methods and means conducive to operational flexibility in order to give timely attention to employment problems.

This situation, which is common to the three sectors under consideration, makes particular demands on manpower training systems. The flexibility applied in general by the institutions in this area has led them to explore new training methods based on the systems approach, such as training by correspondence which has developed extraordinarily due to its effectiveness and efficiency in covering a mass audience and applying an individualized teaching rhythm.

The growth of the rates of underemployment, unemployment and marginality in many Latin American countries has caused the vocational training institutions, in particular those linked with governments, to apply training methods conducive to greater mobility of the training towards more productive employment or preparation for self-employment or associative forms of production, capable even of generating new jobs. In this particular sphere training activities invade new fields such as instruction and information in legal, financial, taxation and technological matters. In this connexion, the vocational training institutions have recognized their promotional role in the transfer of technology. Some, for example SENA in Colombia, have instituted programmes for the study and development of intermediary or adequate technologies for the purpose of assisting small and medium-sized enterprises, with particular reference to traditional productive sectors such as agriculture.

A further criterion common to the three training sectors considered consists of stimulating the establishment and development of training mechanisms by sectors, branches, agencies or individual enterprises.

Within this overall concept training institutions in the region show great readiness to divulge their experiences and participate in mutual collaboration activities without impediments of any kind other than perhaps those of a financial nature.

Other significant aspects of Latin American training systems which it may be convenient to examine with a view to their adaptation to African circumstances are:

/- Organizational

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- Organizational aspects of training. Institutional autonomy and tripartite management in the case of vocational training.

- The "training as a system" approach. Methods and techniques for training design and implementation design.

- Systems and programmes for the training of teachers and trainers

- The assessment of training needs, techniques and methodological models. Programme evaluation and follow-up.

- Analysis and elaboration of training programmes. Selection of teaching methods and techniques. Self-teaching materials.

- The association of training with social and economic development aims. Its relationship with employment planning and the advancement of informal sectors. The encouragement of labour mobility.

- Recent trends in training, particularly in permanent training, recurrent training and integral worker development programmes.

## 4. Barriers faced by technical co-operation for manpower development

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Bearing in mind that technical co-operation among developing countries should be based on a concept of horizontality upheld by the confidence, solidarity and mutual interest of the countries concerned, a fundamental condition to ensure prospects of a successful outcome is that the initiative should stem from the involved parties themselves.

The prior condition of interest and political will comes up against a <u>relative</u> <u>lack of knowledge concerning the capacities and needs of the developing countries</u> <u>themselves</u> capable of co-ordination and inclusion in aid and mutual co-operation programmes, which in its turn is largely due to a lack of qualified personnel for the identification of training needs. This circumstance impedes the generation of TCDC initiatives in the field of manpower development.

This difficulty similarly affects opportunities for co-operation among countries within the region itself. There is an absence of appropriate forms of information concerning knowledge and experience being gained and applied in the training sphere.

Difficulties of a financial character are experienced in meeting the costs of co-operation. In spite of a favourable political will and the availability of technical capabilities for co-operation among developing countries, problems arise in connexion with the financing of service remunerations, travel expenses and the costs of accomodation and maintenance of scholarship holders.

Language differences are a further difficulty hampering the possibilities of horizontal co-operation in addition to insufficient communications and information concerning the capabilities and needs of the respective countries. They also limit opportunities for scholarships and the interchange of specialists and advisory services.

Barriers of a psychological nature are also detectable. There is a tendency to favour the use of technical and advisory inputs from traditional sources, and a lack of confidence in the possibility of establishing mutual co-operation under conditions of equality.

<u>Transportation and communications difficulties</u>. Transportation between Latin America and Africa must generally be made via Europe. This noticeably increases staff transfer costs and prolongs the time employed, particularly when the co-operation in question calls for the transfer of machinery and equipment.

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A similar situation arises in the case of communications between some of the countries. The transportation and communications infrastructure, which was perhaps adequate for economic and political links in past times, remains to a large extent unchanged and is a limiting factor in relations between the two regions.

Most technical personnel fulfilling the qualifications for service as experts in other countries hold positions in which they are difficult to replace. This relative lack of human resources, which is characteristic of the developing countries, is aggravated by the lack of mechanisms and procedures to locate suitable experts, consultants and technical advisers.

Climate and milieu are also causes of difficulty in arranging horizontal co-operation. Here again inadequate information is a contributing factor. The enlisting of specialists and accompdation of scholarship holders may be considerably affected by aspects of this nature.

The incipient stage of development of co-operation in the field of manpower training between the two continents has thrown into evidence <u>organizational</u> <u>problems</u>, probably deriving from the lack of national TCDC co-ordination agencies in some countries, and the consequent application of inadequate programmes and insufficient control of activities. This lack of appropriate agencies causes difficulties from the outset in the implementation of co-operation agreements. Certain procedures and practices, applied by international agencies and developed countries providing aid, in connexion with the design and approval of projects, are not conducive to an improvement in this situation.

Interregional co-operative activities for manpower development normally adopt the principle of preparing "multiplying factors", such as instructors and teachers, programme analysts, senior personnel and other training specialists. In this respect they encounter a lack of candidates of sufficient calibre for these tasks.

Social, economic and political realities and others stemming from historical developments. These vary greatly among the various African and Latin American countries. It may, in general, be said that there are difficulties which, although their effects on co-operation cannot yet be assessed, should nevertheless be borne in mind.

Different levels of development and technological disparities among the developing countries of both regions have not yet proved to be an unsurmountable barrier in interregional co-operation for manpower training. If due precautions are not taken, they might nevertheless become serious hindrances in the establishment of training programmes in the framework of TCDC. The selection of institutions, centres and proficiency programmes for co-operation activities therefore merits careful consideration.

## 5. Future co-operation possibilities in the sphere of manpower development

The field of training is sufficiently broad to provide many and varied possibilities for co-operation between Africa and Latin America and the Caribbean. The fulfilment of co-operation will depend to a large extent on the perceived areas of common interest, and centres or proficiency programmes suited to co-operation in those areas.

- 16 -

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To the extent that the national institutions devoted to training become consolidated, opportunities for co-operation will arise between them, especially in the form of mutual services, at times without any intervening prior undertaking. The operation of appropriate methods of information between the parties concerned plays a fundamental role in this process.

5.1 Co-operation agreements judged to be of interest

Some agreements are of a type suited to the three training areas under consideration, such as those aiming to establish and strengthen the training institutions by means of scholarships, advisory services and joint studies.

Through the medium of concerted training co-operation activities seeking specific objectives of common interest to the countries concerned, means may be obtained and results achieved opening the way to new co-operation opportunities.

The training of planning specialists; training for small and medium-sized rural and industrial business concerns; training for the development of tourism; and training for manpower planning and development are areas likely to be of considerable interest in both regions.

In accordance with the criteria described, the development agreements believed to be of greatest interest and effectiveness are:

5.1.1 The planning and development of training institutions

The setting up of training institutions calls for prior work on analysis, planning, legal status, occupational studies, preparation of personnel, etc. The drawing-up of formal agreements between regional agencies and between countries to carry out concrete co-operation efforts in this field are believed to be a fundamental requirement.

ILPES and the network of training agencies concerned with planning in the region, in addition to CINTERFOR and the vocational training centres, are institutions technically capable of collaborating in this respect.

Technical comparisons of training systems in operation in both regions, by sector and area, will enable real possibilities of co-operation to be identified.

The joint organization of sectoral meetings by the Economic Commissions of both regions together with FAO, UNESCO, UNCTAD, UNIDO and other development agencies in connexion with the structure of manpower training should prove to be the most effective means of determining specific fields and projects for mutual aid.

5.1.2 Information and co-ordination for co-operation among countries of both regions

With a view to promoting information and guidance in interregional co-operation, it is deemed advisable that ECA and CEPAL, together with the regional planning institutes, should agree on a long-term programme for the purpose of:

- Promoting and maintaining information and recording systems with regard to programmes, projects, centres of interest, activities in general carried out in connexion with training, and other factors of interest in interregional co-operation.6/

- Maintaining a record of specialists and other particulars of interest related to training and collaborate with the countries of each region in the determination of available technical co-operation resources.

- Promoting the establishment of an information network among the agencies of the United Nations system with regard to training projects in order to

6/ The Informative Referral System set up by UNDP has published in 1977 and 1978 a "Directory of Services for Technical Co-operation among Developing Countries". This system could be used as a basis for registration of and information on programmes, projects, centres and so on.

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facilitate the provision of appropriate and opportune guidance and advice in the promotion of expedient forms of co-operation among the countries.

- Studying and developing mechanisms of assistance in interregional co-operation, with particular reference to the financing of co-operation costs.

 Providing advisory services in the co-ordination of technical co-operation to countries not possessing their own appropriate structures for the purpose.
 Monitoring and evaluating horizontal co-operation programmes.

5.1.3 Adaptation of national centres to the objectives of international co-operation

Interest has been shown in the drawing up of regional programmes for the formation of technical and management personnel for training institutions and the training of high level technical specialists for development planning and government service.

Possible agreements in this context, which are of interest to various countries, would comprise:

(a) An international training centre for English-speaking countries in Africa and the Caribbean

For the purpose of training technical and management personnel and the translation, adaptation and publication of technical teaching material it is thought advisable to develop in Trinidad and Tobago or Jamaica (using existing institutions as a basis) a centre to attend to English-speaking countries in the Caribbean and in Africa.

This centre would furthermore be a suitable vehicle for the transfer of training technologies in the three areas or levels covered by the present report.

Training organisms in Brazil, Colombia, Mexico and Trinidad and Tobago favour this idea, which it would be possible to implement with the technical co-ordination of ILPES and the financial assistance of development agencies. (b) International Centre for Portuguese-speaking countries

A centre of this kind could be established with the collaboration of ILPES and the participation of the government of Brazil and the African countries using Portuguese as their language.

In the field of training for government service and development planning in particular, it would be advisable to concentrate the efforts of the numerous Brazilian and African institutions which, drawing on the experience of the regional agencies, could, as a primary objective, undertake the preparation of "multiplying factors" for training. A centre of this nature could also carry out work connected with research, documentation and the preparation of programme and project directors. Such a centre might well also serve the Spanish-speaking countries.

5.1.4 The development of training methods and techniques

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Concern with the development of training methods and techniques is a feature common to all the agencies operating in the field of training. Bilateral or multilateral agreements could improve the efficiency of the related studies and obtain beneficial results within a short time.

In the sphere of educational technology, considerable interest is being shown in the formulation of "training by correspondence" programmes, applying design techniques based on the systems approach.

Agreements could be undertaken to apply these methodologies to programmes for rural training, domestic services, promotion programmes for small and medium enterprises, etc.

/5.1.5 Personnel

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5.1.5 Personnel development

Among the bilateral or multilateral agreements regarded as of great interest are those concerned with the rendering of services by the institutions in the preparation of teaching and technical personnel and the further education of management personnel in training institutions. Undertakings of this nature could be implemented without difficulty and should not require special formal agreements before being put into execution.

5.1.6 Training for small and medium business concerns

Interest has been expressed in the setting up of subregional training centres to assist small and medium enterprises. This type of centre would impart training in management matters to business leaders, and also train government officials and bank and other employees connected with the promotion and development of small and medium business concerns.

Through the medium of these centres training could also be provided for the transfer of appropriate technologies. Such centres could additionally undertake documentation, consultancy and service duties for national training centres giving attention to this particular entrepreneurial sector. 5.2 High-level institutions and programmes capable of adaptation for the two

regions

High-level institutions and programmes constitute important components in the field of co-operation activities; but they should necessarily adhere to their objectives and to the resources devoted to the purpose. Their varying levels of proficiency may serve to determine the appropriate institutions and programmes for a particular need. In this respect it is advisable to exercise caution since training may lead to transfers of technology, production methods, levels of demand and other models that place those adopting them in a position of dependency.

In the light of the foregoing, high-level institutions, centres and programmes should be understood to be those providing training that may be of use in another country engaged in the same area, applying similar approaches and possessing suitable means and conditions for the utilization of this level of training.

Even so it is not an easy matter to identify these institutions since no appropriate survey of them has been made, nor are the likely training needs of the African countries sufficiently known.

The definition of these high or appropriate level institutions in each country undeniably calls for an important project that needs to be undertaken in the near future.

Among the regional agencies carrying out and promoting training activities at significant levels ILPES and CINTERFOR deserve particular mention. Both are connected with national institutions and comprise important networks providing a sound base for interregional co-operation.

In the countries visited in connexion with this project contact was made with, or information obtained regarding training institutions and centres applying programmes that merit consideration in this respect, as listed here under: ARGENTINA

- INAP: National Public Administration Institute; organizational studies and assessment of training needs in the government service.

- CONET: National Technical Education Council: Preparation of instructors. Training for the small and medium business sector.

/BRAZIL

- 19 -

#### BRAZIL

- CENDEC: Centre for economic development training. Training programmes for planning; formulation and evaluation of development projects; training methodology and advisory programmes for the programming of training activities.

- IBAM: Brazilian Institute for Municipal Administration. Training programmes for urban development projects; training programmes for the budget, financial and tax areas; training in information and data processing.

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- ESAF: Advanced School of Financial Administration. Training programmes in the areas of accountancy, budgeting, finance, taxes, personnel administration, and senior government agency management.

- FUNCEP: Public Service Training Centre Foundations. Technical training programmes for middle-level and senior government personnel; project evaluation; financial management.

- CENAFOR: National Vocational Training Promotion Centre. Training programmes for company instructors.

- SENAI: National Industrial Apprenticeship Service. Technical training programmes for industrial occupations: training of teachers and teacher instructors; further training of medium-level and senior technical staff; development of individualized and correspondence instruction programmes.

- SENAC: National Commercial Apprenticeship Service. Training programmes for small and medium business administration; management training; company analysis and structural reorganization; training by means of mobile units; hotel and restaurant service training.

- SENAR: National Rural Apprenticeship Service. Programmes for the preparation of instructional resources for rural occupations.

- TELEBRAS: Telecommunications Training Centre.

- Postal and Telegraph Personnel Training Centre. COLOMBIA

- SENA: National Apprenticeship Service. Instructor training programmes; installation of vocational training programmes and centres for agriculture, metal products and machinery, graphic arts, the textile industry, foundries and hotels; mobile unit training; small and medium business training; programmed teaching and self-training systems.

- ESAP: Advanced School of Public Administration. Design of government service training; budget and finance management; project evaluation, establishment of organizational needs; teacher training. MEXICO

- CENAPRO-ARMO: National Productivity Centre and National Rapid Labour Apprenticeship Service. Instructor-training programmes; small, medium and large business management training; advisory services for company training.

- CENCA: National Administrative Training Centre. Training programmes for government agencies; establishment of needs and formulation of training and teacher-training programmes.

- CECADE: Development Training Centre. Assessment of training needs in the public sector; design and execution of training programmes in the areas of planning, public service programming and administration; teacher training.

- ICIA: Sugar Industry Training Institute: training programmes in technical aspects, sugar-production operations, and mechanical occupations.

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- N.T.B.: National Training Board. Instructor training; farming and fishing training programmes; occupational analysis programme; industrial training programmes.

- Management Development Centre: Management training programmes; small business management training.

The above list does not include all the institutions qualifying as of a high standard in the countries mentioned. In the case of Brazil and Mexico in particular, it would be possible to add more than as many again to the list, if consideration is given to private organizations for training and advisory services and to training services carried out by the enterprises themselves, as in the case of ICIA in Mexico, which have longstanding experience in personnel training.

#### 6. <u>Strategies and mechanisms for the promotion of</u> horizontal co-operation

The results of mutual co-operation among countries in the context of TCDC are not always as noteworthy or rapid as the related costs might imply. This apparent shortcoming may be even more noticeable in the case of manpower training. It is consequently of importance to adopt strategies and mechanisms to keep interest in mutual co-operation constantly in the forefront.

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Nor could mutual co-operation in training cover all possibilities of co-operation in the short term. It will be advisable to concentrate training on activities offering opportunities for the significant development of potentialities in which the countries possess natural capacities such as in the sphere of agriculture. Or alternatively favours the development of sectors affording opportunities for the solution of problems connected with employment, underprivileged circumstances, sanitation, etc. such as in the case of assistance for the development of small and medium enterprises.

The strategies and mechanisms considered most appropriate for the promotion of horizontal co-operation in the field of training are either mentioned in the recommendations of the Buenos Aires Plan of Action or are derived therefrom. Among these, the following deserve mention:

- To promote mutual knowledge and information among the countries, fostering the interchange of experience, documentation and complementarity in the field of manpower training, and the mutual rendering of services, courses and seminars.

- To strengthen and improve national training systems and institutions and promote interagency contacts and relations, urging these bodies to exchange scholars, training specialists, manuals and other elements favouring the generation of reciprocal relations.

- To encourage collaboration among countries and institutions with a view to obtaining knowledge of their needs and potentialities in matters relating to manpower training.

It is of interest in this connexion to detect high-level or appropriate quality programmes and centres to encourage the expansion of their scope to incorporate countries with similar requirements.

- To make arrangements for the establishment of a programme with the support of regional organizations and the active participation of the countries involved, for the purpose of providing information and examine technical improvements in training programmes and projects and their possible application in other countries.

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- 21 - -

- To study and devise means of financing co-operation in the field of training by means of multiple financing arrangements including commercial and technological participants, along the lines of a compensatory fund for training and improvement programmes such as that proposed by SENA in Colombia in 1977 in connexion with CINTERFOR Project 150.

- To study, within the framework of TCDC, the selection of experts, consultants, facilities and technologies produced in the countries of the regions, for participation in projects to be carried out by the agencies of the United Nations system.

- To encourage and maintain co-operation programmes involving the sharing of responsibilities by institutions and public, private, commercial and industrial enterprises of the countries concerned, with a view to promoting the dissemination of technologies, information and technical training practices.

- To arouse consciousness in all countries of the need to train government administrative personnel and planning specialists and provide them with information on the possibilities of co-operation through the means of TCDC programmes.

- To develop the exchange of information on technological aspects, new training methodologies and techniques and their application, in such a manner that the private sector feels encouraged to co-operate technically and financially in the fulfilment of specific training co-operation activities induced by this exchange.

- To sponsor joint effort in the preparation of instructional material and course manuals. This task could be entrusted to subregional institutions and specialized agencies.

- To identify -through joint effort on the part of countries and international agencies- areas of common interest for the development of TCDC, and promote the formulation of bilateral and multilateral programmes. Examples in this connexion would be training for the small and medium business sector and training for the development of rural enterprises.

- To disseminate information in a systematic manner on the experiences obtained in the field of manpower training between Africa and Latin America in technical and organizational respects, in particular among training institutions and worker and employer associations.

- To set up multilateral commissions to carry out annual appraisals of the results of co-operation, and urge the participation of the World Bank, regional development banks and private banks in these interregional meetings. For this purpose, ILPES and other competent regional agencies should provide reports on the progress of interregional co-operation.

#### 7. Conclusions and recommendations

As already mentioned, interregional co-operation between Africa, Latin America and the Caribbean in the sphere of manpower training is a process hitherto of relatively short duration and as yet insufficient in scope to reach definite conclusions. Moreover, the experience of the five countries covered by this inquiry, of which that of Brazil is the most significant, represents only a part of the co-operation links between both regions. Some other countries, especially Cuba, operate co-operation programmes with African countries.

With the reservations mentioned earlier, some conclusions and recommendations may nevertheless be formulated, the validity of which may however not be longlasting since interregional co-operation is a dynamic process influenced by social, economic and political changes taking place in the various countries.

/7.1 Conclusions

- 22 - -

7.1 Conclusions

There is considerable interest among the institutions and countries of the region in taking part in co-operative activities with the countries of Africa in the framework of TCDC. However, information concerning the African countries and their needs, interests and potentialities for co-operation in training matters is both scant and vague.

- The Latin American and Caribbean countries are conscious of the importance of training at all levels. Efforts made to organize and develop training systems appropriate to different realities have not as yet been sufficient to meet the needs of the countries, above all in the areas of planning and public administration.

- A considerable variety of institutional models, centres and resources in the countries of the region are devoted to training in the three areas considered. They would be in a position to contribute scholarships, experts and instructional materials for horizontal co-operation programmes with African countries.

- Training activities in Latin America and the Caribbean for the three levels considered in this study are carried out in an unco-ordinated manner. Circumstances in Africa may render it advisable to adopt co-ordinated action between the three levels, and this possibility should be considered in future activities.

- Difficulties of a financial nature have a restrictive effect on horizontal co-operation in the sphere of training. The development agencies, development banks, commercial banking sector and private enterprise should participate in and support training activities. There is also a shortage of mechanisms to provide financial resources for co-operation in the training field. New financial systems should be studied and made known, including formulae involving the use of national currencies.

- Some co-operation programmes are hampered by organizational deficiencies or by a lack of agencies entrusted with the co-ordination of TCDC activities. It is necessary to assist those countries not possessing an appropriate organization for this purpose. Similarly, training institutions should be strengthened in order to assist in the identification and negotiation of compacts and agreements.

- Language difficulties are a significant barrier in training endeavours. It is therefore necessary to adopt measures such as the following:

(a) To favour the promotion of activities between countries speaking the same or a similar language.

(b) To promote the translation of documents, manuals, studies, writings and teaching materials into languages in common use in both regions.

(c) To set in motion activities for the formation of "multiplying factors" in training such as directors, instructors, analyst-programmers, programme designers, teacher trainers and high level technical personnel.

- There is a notable lack of concordance in the occupational descriptions employed in both regions, even within the same country, and a lack of correspondence between training programmes bearing the same title. There is a need to promote the preparation of occupational glossaries and dictionaries. Mutual co-operation in this connexion will also assist in the identification of training needs in the various countries.

- Communication and transport difficulties between both regions generate a significant cost component in training co-operation programmes. This situation should be drawn to the attention of transport and communications companies in the various countries in the hope that they will grant preferences and facilities in connexion with co-operative programmes.

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- Private companies with considerable technical training practice and experience are in operation in the region. They are engaged in the petroleum, sugar and textile industries, and are a potential source of significant assistance in horizontal co-operation activities.

- Co-operation in training matters between both regions will be unable to cover all needs and possibilities in the short term. Efforts should therefore be made in the direction of carrying out sectoral and intersectoral functional tasks embracing the three levels here considered and specific tasks such as training activities for the planning sector, and the development of agriculture and the smaller industrial enterprises.

- Cultural and social differences between Latin America and Africa have not hitherto proved an unsurmountable barrier in training co-operation programmes. Experience in this respect has been varied and does not allow of generalization. It is nevertheless important to bear such differences in mind when formulating future projects.

- The co-operation process is not devoid of political connotations, and differences in the political and economic systems applied by the various countries influence the negotiation and operation of programmes. Such differences have nevertheless not so far constituted a serious drawback in manpower training co-operation.

7.2 General recommendations

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Interregional co-operation in the field of training is of the nature of a dynamic process, influenced by the social, economic and political characteristics of the different countries, their development plans, and the new conditions to which the co-operation process itself may lead. As a result, the chosen strategies and measures will not be applicable to all countries, nor will they remain constantly valid.

7.2.1 The promotion of mutual knowledge between the countries

It is considered advisable to foster closer mutual knowledge through the interchange of technical information and documentation, the holding of joint seminars, apprenticeships, and work meetings attended by specialists and senior executive personnel.

7.2.2 Comparison of training systems and experiences

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It is judged advisable to arrange technical meetings to compare training systems and experiences in priority sectors of common interest among the countries of both regions. These meetings should throw into evidence new forms of co-operation among agencies and countries.

The respective regional economic commissions -ECA and CEPAL- and the regional planning agencies and other development organisms should persevere in their efforts and hold meetings with the countries in order to establish projects, work systems, and the evaluation and monitoring of co-operation.

7.2.3 Survey of training institutions, centres and programmes

It is recommended that a project be drawn up for the purpose of identifying training institutions, centres, programmes and resources. This information should be kept up to date and made available in the official languages of the countries.

This project, which could be promoted and co-ordinated by the respective economic commissions, should include the active participation of regional and national training institutions as well as that of private companies and employer and labour associations.

/7.2.4 Translation

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- 24 -

7.2.4 Translation and publishing of documents

It is suggested that written material, course documents, texts, etc., produced in other regions be translated into English, French, Portuguese and Spanish and distributed in the relevant countries. For this purpose it is suggested that use be made of facilities available within the regions -such as translation and publishing centres- and that the principle of technical and economic complementarity between countries and enterprises be applied.

7.2.5 The establishment of international training centres

It would be advisable to carry out international activities based on existing regional centres advantages due to their location, resources and specialities, thereby enabling better use to be made of the at times limited availability of local and international personnel and of the costly equipment employed in certain training activities. In particular, use might be made of these centres for the training of high level technical and educational experts. These centres, which need not necessarily be permanent, could undertake the production, translation and publication of documents.

Consideration might initially be given to the establishment of training centres, international in their coverage, in an English-speaking Caribbean country or in one of the Portuguese-speaking African countries. Favourable conditions might be found for the establishment or adaptation in Haiti of a centre for the French-speaking countries.

To these international centres, which would in principle not be of a permanent nature, the countries of both regions could provide educational material and experts for specific activities.

7.2.6 The co-ordination of co-operation in manpower training

The incipient experience hitherto acquired suggests the advisability of assumption of responsibility by the development agencies in each region and within their duties, for the promotion and generation of training co-operation activities among the countries and that they undertake the monitoring and evaluation of these experiences. These duties should not restrict, limit or curtail the activities and functions of other agencies.

7.2.7 The participation of private enterprises

It is recommended that consideration be given to the participation of private companies and their associations in promotional and current co-operation activities in the field of training.

7.3 Specific recommendations

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Although international co-operation in training activities should not necessarily be perceived from the viewpoint of stratification by levels, but rather by sectors, the following specific recommendations are put forward.

7.3.1 Training for productive sectors

- To select co-operation activities for sectors and specific purposes of mutual interest. For example, agriculture, petroleum, the sugar industry, etc.

- To encourage the formation of "multiplying factors" such as teacher trainers, programme designers, analyst-programmers, and senior executive personnel.

- To support the co-operation activities instituted by CINTERFOR and CIADFOR.

- To foster the interchange of instructional material and hold seminars and technical meetings with the aim of examining the vocational training methods adopted in different sectors.

- To consider possible action with the following institutions in the countries visited and in the sectors mentioned:

/SENAI, in

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SENAI, in Brazil: the metal products and machinery industry, foundries, electric power, electronics, petroleum, refrigeration, graphic arts, textiles, building, motor vehicle and diesel mechanics.

SENAC, in Brazil: hotel administration and tourism.

SENAR, in Brazil: agriculture, livestock and fishing. SENA, in Colombia: agriculture and livestock, fishing, the metal products and machinery industry, foundries, electric power, electronics, refrigeration, textiles, graphic arts, building, motor vehicle and diesel mechanics.

The Sugar Industry Training Institute (ICIA), in Mexico.

The Mexican Petroleum Institute, Mexico.

7.3.2 Training for the Public Administration services

- To distribute manuals, instructional material, and useful training texts. - To favour co-operation in the preparation of teachers and programme directors.

- Carry out a survey and examination of training institutions, centres, programmes and resources, to be kept up to date and disseminated among the countries.7/

- To consider the promotional, co-ordinating and monitoring action capable of being undertaken by an agency within the region.

The Latin American Development Administration Centre (CLAD), with headquarters in Caracas, could perhaps be an appropriate candidate for this task.

- For specific action in the near future, it is recommended that consideration be given to the following agencies of the countries visited: the National Public Administration Institute (INAP), in Argentina; the Public Service Training Centre Foundation (FUNCEP), in Brazil; the Brazilian Municipal Administration Institute (IBAM), in Brazil; the Advanced School of Financial Administration (ESAF), in Brazil; the Foundation for Public Administration Services (FUNDAP), in Brazil; the Telebras Telecommunications Training Centre, in Brazil; the Postal and Telegraph Personnel Training Centre, in Brazil; the Advanced School of Public Administration (ESAP), in Colombia; the National Administrative Training Centre (CENCA), in Mexico, and the National Public Administration Institute (INAP), in Mexico.

7.3.3 Training for planning

11.1.1.

- In the light of the technical expertise and valuable training experience of ILPES, this agency should be regarded as the focal point for co-ordinating training co-operation activities.

- To select, translate into the languages common to both regions and disseminate written material of interest to the African and Latin American countries.

- To arrange interregional meetings and seminars with a view to comparing experiences and systems in the sphere of overall and sector planning, and mechanisms for the training of specialists. ILPES and IDEP (the African Institute for Economic Development and Planning) should organize these events with the assistance of UNDP.

- To carry out a survey of training institutions, programmes and resources.

- To promote the exchange of scholarship-holders, to attend high-level courses only, and the assistance of experts with a view to establishing and strengthening the training systems for planning.

7/ The UNDP's International Referral System (INRES) could be expanded to include detailed information on manpower training activities.

- 26 -

- To consider promotional, co-ordinating and motivating action in connexion with the co-operation activities carried out by ILPES and IDEP in their respective regions.

- For specific co-operation activities, it is recommended that the following institutions in the countries visited be borne in mind: the Development Training Centre (CECADE), in Mexico; the Economic Development Training Centre (CENDEC), in Brazil; the Advanced School of Financial Administration (ESAF), in Brazil; the Foundation for Public Administration Services (FUNDAP), in Brazil; the Brazilian Municipal Administration Institute (IBAM), in Brazil, and the Advanced School of Public Administration (ESAP), in Colombia.

7.4 Recommended short-term action

(a) To disseminate written material of common interest.

(b) To concert meetings among groups of countries, by levels and sectors, to exchange experiences and establish co-operation agreements. These meetings should lead the way to the establishment of priority sectors for co-operation and the allocation of responsibilities to regional institutions with regard to documentation, co-ordination and monitoring.

(c) That the regional institutions undertaking these tasks put in hand, with the collaboration of the national institutions, a survey of training programmes and resources, and the determination of priority activities.

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#### Annex

#### REPERTORY OF LATIN AMERICAN AND CARIBBEAN TRAINING INSTITUTIONS

Training institutions were regarded as being those institutions systematically providing, as one of their major goals, organized activities with a view to raising the level of knowledge and theoretical and practical skills of individuals already possessing a certain amount of knowledge and previous experience in a given occupation or in similar occupations, for the purpose of training such individuals. Institutions providing university or similar education, post-university education and intermediate and further formal education are therefore not included.

- The sources for compiling this repertory were:
- 1. Comparative charts and descriptive index cards of Latin American vocational training institutions, CINTERFOR, Montevideo, Uruguay 1972.
- 2. Catalogue of Services in the field of Technical Co-operation among Developing Countries, United Nations Development Programme, Information Orientation System, 1978.
- 3. Files of the Latin American Institute for Economic and Social Planning, ILPES.
- 4. Listing of Business Schools and Institutes, International Institute of
- Administrative Sciences, Brussels, Belgium, 1981.
- 5. Prospectuses and documents of institutions.
- 6. Anuario Estadístico de la Formación Profesional en América Latina, ILO, 1979.

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	/REPERTORY	OF

COUNTRY	INSTITUTIONS	FIELD OF ACTIVITY
ARGENTINA	Consejo Nacional de Educación Técnica (CONET)	Vocational and professional Engineering, Electricity, Electro Construction, Handicrafts
	Instituto Nacional de Tecno- logía Industrial (INTI)	Technical and professional Metallurgy, Textiles, Engineering Electrochemistry, Cellulose, Biol
:	Instituto Nacional de la Administración Pública (INAP)	Fruit trees Public Administration Planning, Social communication,
	and a second	Accounting, Finance, Labour law, Social security, Teacher training
	Instituto Nacional de Tecno- logía Agropecuaria (INTA)	Technical Livestock raising, Crops, Irrigat Soils, Rural administration
BARBADOS	Government Training Centre	Public administration
BOLIVIA	Servicio Nacional de Formación de Mano de Obra (FOMO) Instituto Superior de Admi- nistración Pública (ISAP)	Vocational and professional Engineering, Electricity, Constru Public administration and administration Urban and regional planning, Muni administration, Project evaluatio
BRAZIL	National Centre for Further Vocational Training (CENAFOR)	Vocational and professional Training of instructors, Educatio technology, Programme design
	School of Financial Adminis- tration (ESAF)	Public administration Budget planning, Fiscal policy, Customs, Administration, Public
	Brazilian Institute of Municipal Administration (IBAM)	finance, Foreign trade Public administration Planning and urban development, Municipal finance, Organization o public services, Budgets, Finance Data processing
	Brazilian School of Public Administration Inter-American School of Public Administration Getulic Vargas Foundation	Public administration Management of public enterprises Public administration
	Training Centre for Economic Development (CENDEC)	Planning Project formulation and evaluation Sectoral and regional planning, Methodology of training, Planning

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117 - 11 Mar - 3 - 1 Civil Service Training Public administration Project evaluation, Financial adminis-Foundation/Centre (FUNCEP) tration, Personnel Vocational and professional National Industrial Training of instructors, Engineering, Apprenticeship Service (SENAI) Electricity, Electronics, Smelting, Chemistry, Petroleum, Textiles, an an trainn an third and the National Anna an an tha Andrea . . . Graphic arts, Construction, Business management Vocational and professional National Commercial Apprenticeship Service (SENAC) Commerce, Hotel trade, Tourism, Training of instructors, Business 1 1 1 1 A management National Rural Apprenticeship Vocational and professional Agriculture, Fisheries, Rural business Service (SENAR) 1. 1. 1. T management Telebras Telecommunications Vocational and professional Training Centre Postal and Telegraph Staff Telecommunications, Electronics Vocational and professional Training Centre ANT CONTRACT 1977 - A. C. A. A. 1. 1. 1. Instituto Nacional de Capa-Vocational and professional CHILE Engineering, Electricity, Electronics, citación Profesional (INACAP) ويكن المتحادين المراجع المتحاد Agriculture, Fishing, Mining, Textiles, Garment-making, Construction, A statistic second accession
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	Instituto Centroamericano de	Public administration
,	Administración Pública (ICAP)	Foreign trade, Customs administration
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		administration
DOMINICAN	Escuelas Vocacionales de las	Vocational and professional
	Fuerzas Armadas y de la	Construction, Engineering, Electra
NET OD DEC	Policía Nacional	Carpentry, Metallurgy
	Instituto Superior de	Professional and Vocational
	Agricultura	Agriculture, Management of small
	an a	medium-sized rural enterprises
	(a) And (b) and (c)	
ECUADOR	Centro Nacional de Promoción	Vocational and professional
	de la Pequeña Industria y	Business management, Accounting an
· ·	Artesanía (CENAPIA)	finance, Production engineering,
č .	Servicio Ecuatoriano de	Industrial projects Vocational and professional
	Capacitación Profesional	Agriculture, Industry, Mining,
	(SECAP)	Engineering, Electricity, Metallu
		Electronics, Graphic arts, Handic
	Fondo Nacional de Preinversión	Planning
	(FONAPRE)	Planning and regional and sectora
	n an the second s	developments, Project evaluation
EL SALVADOR	Instituto Salvadoreño	Vocational and professional
TO STRATON	de Turismo	Tourism, Hotel trade
	Dirección de Desarrollo de	Planning and public administratio
	la Comunidad	Planning, Project administration,
		Social research, Community develop
•	Consejo Nacional de Formación	Vocational and professional
	Profesional	Engineering, Electricity, Constru
		Commerce, Services
GUATEMALA	Instituto Técnico de	Vocational and professional
		Engineering, Electricity, Constru
<b>بر ا</b>	Capacitación y Productividad (INTECAP)	Metallurgy, Agriculture, Commerce
		Services, Handicrafts
.41	Instituto Nacional de	Public administration
	Administración para el	
	Desarrollo (INAD)	
<b>GUY ANA</b>	División de Entrenamiento	Vocational and public administrat
	Ministerio de Educación	
HAITI	National Institute of	Public administration
	Business Administration	
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Dirección General de Servicio Civil

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Centro Nacional de Capacitación Administrativa (CNCA)

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Instituto Centroamericano de Administración de Empresas

NICARAGUA

Planning Project evaluation, Gobal planning, Sectoral planning

Vocational and professional Engineering, Electricity, Industry, Agriculture, Construction, Commerce, Services Public administration

Vocational and professional Industrial occupations, Teacher training

Planning and public administration Global planning, Regional planning, Programming and public administration, Assessment of requirements, Teacher training Public administration Assessment of requirements, Public administration, Personnel administration, Teacher training Public administration Administration, Economics, Finance Public administration Docencia Econômica, A.C. (CEDE) Policy evaluation and design, Publicsector economics Public administration Administration of human resources, Statistics, Wages and salaries Vocational and professional Construction, Teacher training

> Vocational Boilers, Processes, Engineering, Electricity Vocational Drilling, Electricity, Instrumentation, Refrigeration, Geophysics, Soil mechanics, Economics, Industrial planning Public administration Arbitrage and international traffic Export design, Foreign trade

> > Public administration Finance, Management of public organizations, Municipal administration, Market analysis

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Sistema Nacional de Formación Profesional (SINAFORP)

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Empresa Pública de Certificaciones Pesqueras (CERPER) Instituto del Mar del Perú (IMARPE)

Instituto Nacional de Investigación y Capacitación de Telecomunicaciones (INICTEL) Vocational and professional Industry, Commerce, Services, Agriculture, Handicrafts Planning

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Vocational and professional Industry, Commerce, Services, Agriculture, Handicrafts, Assessment of requirements, Teacher training

Planning

Project preparation and evaluation, Budget administration, Teacher training, Training evaluation

Public administration

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Public administration

Planning Global planning, Social planning, Regional planning Vocational and professional

Agriculture, Forestry, Industry, Services, Construction

Vocational and professional Industry, Services, Teacher training, Assessment of requirements, Mining, Electricity, Textiles, Hotel trade, Tourism, Business management Public administration and planning Management of public organizations, Project preparation and evaluation, Regional planning Public administration Public management, Public-sector economics, Public-sector programming Vocational Fishing, Quality control, Product handling and conservation Vocational and professional Fishing, Oceanography, Product processing Vocational Electronics, Telecommunications

	SURINAME	Institut voor Overheidsdienst	Public administration
	TRINIDAD AND TOBAGO	National Training Board	Vocational and professional Teacher training, Assessment of requirements, Industry, Agriculture,
		Hotel School	Services, Fishing, Engineering Vocational and professional Hotel trade, Restaurant trade, Food, Hotel administration
i	URUGUAY	Universidad del Trabajo (UTU)	Vocational and professional Agriculture, Industry, Commerce, Services, Teaching training
	VENEZUELA		Industrial, Commercial, Livestock raising, Fishing, Mining, Agriculture, Petroleum, Construction, Banks, Insurance, Hotel trade, Engineering, Electricity, Electronics,
		and the second	Graphic arts, Planning of vocational training, Teacher training
		Centro Nacional de Desarrollo (CENDES)	
		Instituto Venezolano de	Vocational and professional
		Productividad (IN-PRO)	Business management, Industrial projects
		CIARA Foundation	Planning Crop and livestock planning
		Escuela de Desarrollo Local y Administración Municipal (EDLAM)	Public administration
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		(CENDES)	Global planning, Sectoral planning,
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INTERNATIONAL BODIES

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<b>VENEZUE LA</b>	Centro Interamericano	Public administration
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	Apartado 6494	
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COSTA RICA	Instituto Centroamericano	Public administration
`,`	de Administración Pública	
	(ICAP)	
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	San José - Costa Rica	
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<b>VENEZUE LA</b>	Centro Latinoamericano de	Public administration
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	Desarrollo (CLAD)	St. And St. And St.
	Apartado 4181	
	Caracas - Venezuela	a that the state of the second
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CHILE	Instituto Latinoamericano	Planning
	de Planificación Económica y	Regional, sectoral and global
	Social (ILPES)	planning, Project evaluation
	Av. Dag Hammarskjold,	proming, rroject eratateren
•	Casilla 179 D	
	Santiago - Chile	
URUGUAY	Centro Interamericano de	Vocational and professional
	Investigación y Documentación	n Industry, Commerce, Services,
	sobre Formación Profesional	Agriculture, Mining, Fishing,
	(CINTERFOR)	Teacher training, Planning of
	Casilla de Correo 1761	vocational training
	Montevideo - Uruguay	Angertougt craming
	noncevideo - Oruguay	

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Public administration

Malecón de la Reserva 555 Miraflores, Lima 18 - Perú Asociación Latinoamericana

Huaucavélica 279, piso 10

Apartado 1230, Lima - Perú

Instituto Centroamericano de

de Desarrollo (ALIDE)

de Instituciones Financieras

Escuela Empresarial Andina del Convenio "Andrés Bello"

> Vocational Administration, Planning, Agricultural and fishing projects, Commerce, Industry, Auditing, Administration for development

Professional and technical

GUATEMALA

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