

DELIBERATIONS OF THE MEETING

OVER-VIEW OF NEEDS AND PRIORITIES

1. After discussing points arising from the Commonwealth Assistant Secretary-General's opening address, the meeting took a general look at the needs and priorities that a Commonwealth Programme would be designed to meet, and in particular at the various levels and patterns to which priority might be given. It first considered a proposition that practical training and formal courses of education might sometimes need to be so closely integrated that a Programme should provide for both elements, and recognized that if academic courses (however job-specific) were to be included, the proposed Programme would be unwieldy and very costly. The meeting agreed that both elements might exceptionally be included, but that the focus should be on practical training and, in particular, on job-specific practical training.
2. The meeting next considered the need for a Programme at levels ranging from craft to postgraduate training and experience, wishing to cover the needs both of those countries where an important contribution to raising economic standards needed to come from the provision of craftsmen and technicians and of those where the need was to provide better-trained high-level manpower for established industries.
3. It was recognized that needs would vary between countries and between different levels of training, and that the right patterns would depend a great deal on the level and character of national industrial development. It was also recognized that language difficulties might sometimes create problems in internationalizing the training, that there were arguments in favour of craftsmen being trained in their own countries as far as possible, and that it might often prove more effective and economical to send trainers to other countries for training rather than the craftsmen and the technicians themselves.
4. Management was recognized as fundamental to the success of all industrial enterprises, and the meeting therefore agreed that there should be a management training content in those areas of any industrial training programme that the Commonwealth might initiate where the management component was needed.
5. Members of the Group illustrated the diversity of the needs from the experience of their own countries. In India, for example, there was an emphasis on training needs for village crafts and small-scale industries, but these needs were met to a great extent in India; African countries with similar needs could not necessarily meet them internally. It followed that each country must identify its own training needs. Each might also with advantage compile some kind of directory or inventory of its own training resources that others could draw upon, and compile, in addition, its own national "wants" list. The difficulty was recognized of making these registers complete and keeping them up to date. The meeting formed the conclusion, while appreciating the value of the Commonwealth Science Council's survey, that it would probably not be desirable to proceed by way of a questionnaire.

6. Job-specific training was agreed to be a priority, but not necessarily an exclusive one. The need of professional engineers and technicians for practical training or experience in industry complementary to their academic education was stressed. It was accepted that their needs were in the first place for generalized training - the normal foundation for job-specific training - and that these were not always being met. Such generalized training should as far as possible be arranged by educational institutions or by programmes other than the one being considered by the meeting.
7. The meeting noted with satisfaction that among the priorities of the CFTC Education and Training Programme was "industrial development, including small-scale industries and work experience". It accepted that industrial development was also among its own priorities, but agreed that the training requirements of such development should not be regarded as being exclusive, since the training that was needed related to all kinds of economic activity and not to industrial development alone.
8. Before proceeding to a review of existing facilities, the meeting agreed that it was an important principle that every effort should be made to avoid duplicating the training programmes of national and international bodies working in this field; therefore a Commonwealth Programme should set out to do things that other programmes were not doing, and should be distinctively Commonwealth in character.
9. The Group agreed that three main guidelines for a Commonwealth Programme were that:
- (a) it should normally be confined to in-plant training related to specific job requirements in the trainees' countries (but might occasionally include an academic element);
 - (b) it should accommodate all levels of technological and technical training and experience;
 - (c) it should include, where appropriate, training with a management content.

REVIEW OF EXISTING FACILITIES

10. The Group received with appreciation the working paper CIT/78/WP 1 "A Survey of Existing Provision", which was introduced by the author. It was noted that, despite the obvious need for industrial training and experience, few of the training opportunities under some of the programmes were taken up. The point was made that the effectiveness of any such training programme was dependent on the efficient use of resources.
11. The Group interested itself in particular in the Commonwealth Scholarship and Fellowship Plan (CSFP) and the Commonwealth Fund for Technical Co-operation (CFTC). The Group was told that the CSFP was a co-operative educational enterprise, not an aid operation. Though some oversight was exercised by the Commonwealth Secretariat and the Association of Commonwealth Universities, there was no central direction and no central fund, awards being funded by each donor country. The terms of reference of the CSFP were such that it could not be extended to embrace a comprehensive programme of industrial training and experience; some of its administrative and financial arrangements might, however, provide models for an industrial training programme.

12. The meeting then turned its attention to the potential relationship of the CFTC to a Commonwealth Programme. It was informed that the Education and Training Division of the CFTC could increase the number of awards for practical training in industry between developing countries provided the CFTC's resources were expanded; otherwise any increase would probably have to be at the expense of other forms of education and training supported by the Division. It was also pointed out that the terms of reference of the CFTC virtually confined the movements it funded to movements between developing countries. However, a very small part of its budget might exceptionally be used to facilitate training and education between developed and developing countries. One reason why the Fund concentrated its education and training activities within developing countries was that many such countries possessed under-utilized education and training facilities. Another reason was that experience gained in another developing country was often more relevant to the needs of a developing country than experience gained in a developed one. While the Fund placed emphasis on this interchange between developing countries, it also recognized the need of the more advanced developing countries for access to sophisticated technologies in developed countries. It provided limited funds to meet these needs, subject to strict conditions that the training was not available in another developing member country and that the opportunity for such training did not exist under existing bilateral or multilateral programmes. Possibly the CFTC could meet industrial training needs involving interchange between developing countries if additional funds were provided for the purpose. As far as developing to developed country flows were concerned, the CFTC could act as an honest broker or catalyst to facilitate arrangements with bilateral donor countries and with international organizations, like UNIDO, which provided such training. In this way the unique role of the CFTC would not be distorted.

13. The meeting took note of these and the other programmes covered by the "Survey of Existing Provision". Information was given about the official British industrial training scheme, ILO fellowships, fellowships tenable at the International Centre for Advanced Technical and Vocational Training, Turin, and the Commonwealth Science Council's questionnaire. The meeting learnt that gathering significant information for the survey had proved very difficult, not least because statistics were presented differently or incompletely by different bodies; for example the Colombo Plan statistics included no classification representing practical training in industry or on-the-job training. The meeting noted from paragraph 130 that the Survey's "statements of the position do not add up to a quantitative or qualitative assessment of all that is going on", but nevertheless regarded it as a very valuable document tending to confirm the needs identified by the Accra Conference.

POSSIBLE OUTLINE OF A COMMONWEALTH PROGRAMME

14. The Group concluded from the evidence before it that the needs of Commonwealth countries were sufficiently large to warrant the introduction of a Commonwealth Programme, and turned to establishing the size of the Programme it wished to propose. It considered that the parameters of the Programme should accord with the guidelines already adopted and would be particularly affected by the categories of trainees with which it dealt, which it had been agreed might include craftsmen as well as technicians and professional and managerial grades; and it recognized that account would have to be taken of the need for training and supervision on a large scale.

15. The meeting agreed to propose that the Programme should in the first place provide 2,000 training places in all fields, that this number should be progressively increased, and that it should commence operations in 1979. It appreciated that this number of places might be difficult to find because of a number of factors, including the current economic situation and high levels of unemployment, but it was convinced that, even if a programme of a magnitude corresponding to the needs could not be established at the outset, a start must be made as a matter of urgency, and that the proposed CITEP would grow as the necessary networks and infrastructures developed.

REQUIREMENTS OF MACHINERY AND FACILITIES FOR SERVICING A PROGRAMME

16. The meeting recognized that both Commonwealth and national machinery would have to be set up for administering the proposed Programme, and that its purposes must include relating training needs (especially those of the developing countries) with the training and supervisory resources available throughout the Commonwealth, and ensuring that incoming and outgoing trainees were properly placed and looked after in the respective countries. The meeting considered that machinery used in Britain for these purposes had features that other countries might copy when planning the administration of their national programmes; for example, the Technical Education and Training Organization for Overseas Countries (TETOC) had the function (among others) of advising upon and monitoring Britain's overseas training programme in this area, and had good working relationships with industrial firms and organizations and with educational institutions.

17. It was noted that some countries already possessed national machinery for dealing with practical training both at home and overseas, and would want the administration and funding of a Commonwealth Programme to be compatible with their own. Nigeria for example had organized its own industrial training programme, within a three-tier system; the higher-level manpower training being provided under the auspices of the National Science and Technology Development Agency, the intermediate level through the National Board for Technical Education, and the craftsman and operative level through the Industrial Training Fund. Because of the problem of funding training attachments, the Government had legislated for a levy on industry to provide money for the ITF and for the provision of training places. It was stated that, while Nigeria hoped to meet most of its vast industrial training needs from within its own resources, it also looked to outside countries for industrial attachments, and would therefore find much value in the proposed Commonwealth Programme. The meeting thought it likely that features of such national programmes could be transplanted beneficially to other developing countries.

18. The Special Commonwealth Programme for Zimbabweans was also considered to have relevant features; though administered by the Secretariat it utilized funds that are not part of the CFTC's budget. The co-ordinating role of the Secretariat in assisting Zimbabwean students by linking them to educational and funding resources in 27 countries might be similar to that of the body needed to administer a Commonwealth Industrial Training and Experience Programme.

19. The meeting recommended that a unit should be established within the Commonwealth Secretariat to assist the implementation of the proposed Programme; and that it should be staffed as far as possible by persons with a good knowledge of the problems of industrial training in developing countries.

The role of the Secretariat would be to administer funds made available to it; to act as a catalyst for bringing into being national arrangements for the placement, supervision and assessment of trainees under the Programme; and, to that end, to initiate procedures for obtaining detailed information about future employers and employment and about individual trainees.

20. The meeting also recommended that each country that has not already done so should be urged to establish suitable machinery to administer the Programme. This machinery must, on the one hand, locate training places in its own country and make all necessary arrangements for the reception, supervision and assessment of trainees from other countries; and on the other, select its nationals for training overseas, within established priorities, and specify the training required.

21. The meeting further recommended that the Secretary-General should be invited to appoint a central advisory body, including representatives of industry, education and governments, to advise generally on the development of the programme and particularly on placement opportunities in industry. This would also help to ensure that funds, expertise and support were attracted from all interested parties. In addition it was recommended that national advisory machinery representing similar interests should be developed in each country where it does not already exist.

22. The meeting was informed that the Commonwealth Team of Industrial Specialists, after examining industrialization in developing countries, would be suggesting the establishment of a consultative committee on industrial development, which would embrace industrial training. The Team had yet to present its final report, and could therefore take into account any relevant conclusions of the present meeting. The possibility that the proposed consultative committee might serve at least some needs of the proposed CITEP should be borne in mind.

PROPOSALS FOR FINANCING A PROGRAMME

23. The meeting discussed a number of ways in which the proposed Programme might be financed, and identified two basic models. In the case of the first, expenditure would be entirely from one central fund. Resources would come from member governments making specific contributions, and from voluntary donations from other sources. In the case of the other, expenditure would be entirely by the country providing the training, again derived from either governmental or other sources. It was recognized that combinations within these two basic models were possible. The view was taken that "other sources" from which funds might be attracted might include agencies, organizations, trusts and industry. A central fund could be utilized according to need; for example, trainees from poorer countries might have both their travel and their training paid for from the fund, and trainees from less poor countries their travel alone; while some countries would be able to meet all costs.

24. Further consideration was given to the financial basis of the Commonwealth Scholarship and Fellowship Plan, the Commonwealth Fund for Technical Co-operation, and the other programmes that had been surveyed. One advantage of the CFTC over bilateral agencies was considered to be its greater speed in responding to requests. Its main disadvantage was considered to be its virtual restriction to movements between developing countries, save in exceptional circumstances; and the realities of the present position were such that a flow from developing to developed countries was likely to preponderate for quite a long time.

25. The meeting noted and discussed the following possible financial arrangements:

a CFTC budget enhanced by additional contributions earmarked for the Programme;

awards to individuals analagous to Commonwealth Scholarships and Fellowships;

a central fund to which governments and others might contribute;

an endowment fund to which industrial and commercial firms and other bodies might make voluntary contributions;

the fuller use of existing programmes;

third country training awards offered by bilateral donors;

extended provision by companies and industries for employee and customer training or experience required in other countries.

26. The meeting gave further consideration to the establishment of a central fund. It concluded that this should be created and be administered by the Secretariat; that one way in which governments could contribute to the fund would be through additional contributions to the CFTC earmarked for industrial training; and that the fund should be so constituted that it could be used for a Programme that would accommodate movements not only between developing countries and from developing to developed countries but also from developed to developing countries. The meeting considered that industry in general and international companies in particular had roles to play in the provision of finance, places, and expertise. When considering the proposition that fuller use should be made of existing programmes, the meeting noted with concern that full advantage was apparently not being taken of existing programmes such as the British official scheme and the CFTC Education and Training Programme, and requested that this should be borne in mind by member countries when the proposed Commonwealth Programme begins to take shape. The meeting also concluded that the proposed Programme could be greatly assisted towards financial viability by offers in kind as well as in cash, that is to say, offers of fully or partially funded training places by industry, governments, or any other organizations in a position to make them.

27. The meeting summarized its proposals for financing a Programme by recommending that it should be implemented through offers from member countries of fully or partially financed training places, and through a central fund to be created for the purpose, to which should be credited additional contributions to the CFTC from member countries earmarked for this purpose, and voluntary contributions from other bodies.

IMPLEMENTATION

28. Some thought was given to ways of stimulating early action on the recommendations of the Group. It was agreed that the Secretary-General should be requested to take such steps as he may consider necessary to ensure that the recommendations are commended to member governments and the Programme is implemented without delay.