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**PROMOTING LABOUR
RELATIONS IN AFRICA**

An Evaluation by the Swedish ILO-committee of the
ILO/SIDA Labour Relations Project in Selected
English-speaking Countries in Africa



by Allan Read, Christer Eriksson



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PROMOTING LABOUR RELATIONS IN AFRICA

An Evaluation of the ILO/SIDA Regional Project for the Development of Sound Industrial Relations Practices for Selected English-speaking African Countries
(ILO/SIDA African Labour Relations Project)

by Allan Read and Christer Eriksson

This report is the result of an evaluation carried out by a group appointed by the Swedish ILO-committee. Mr Erik Forstadius, Director of the Swedish Employers' Confederation, Mr Erik Karlsson, International Secretary of the Swedish Trade Union Confederation, Mr Olof Sundström, International Secretary of the Swedish Organisation of Salaried Employees, Mr Allan Read, National Labour Market Board and Mr Christer Eriksson, Ministry of Labour, participated in the mission.

The mission visited Sierra Leone, Kenya, Tanzania and Zambia in October 1985.

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AFRICA

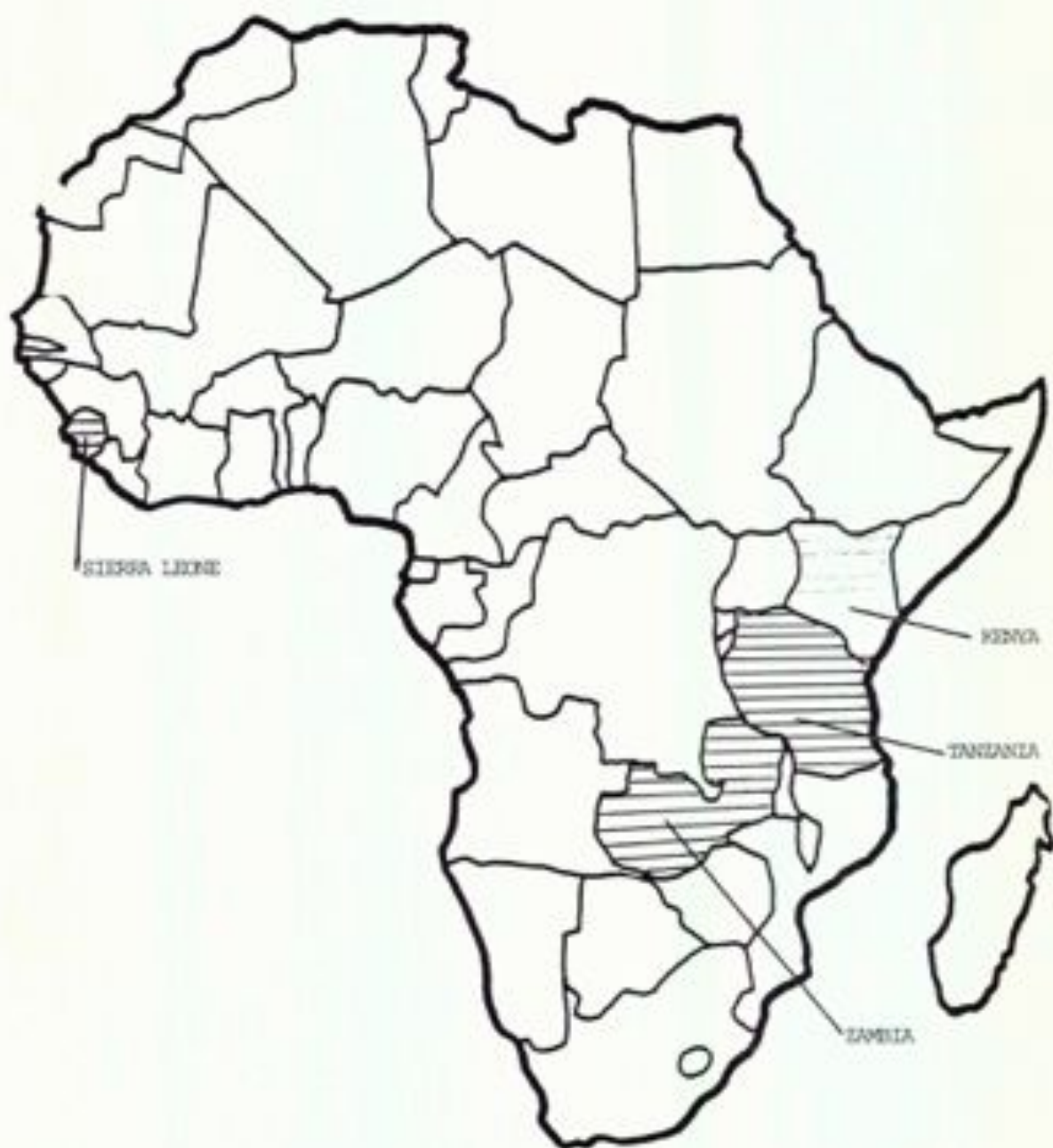


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SUMMARY

The ILO/SIDA Regional Project for the Development of Sound Industrial Practices for Selected English-Speaking African Countries (short title: ILO/SIDA African Labour Relations Project) covered ten English-speaking countries in Africa and was carried out from 1 January 1980 to 31 March 1984. The total project expenditure has been estimated to US \$ 1 345 000. The project was in its entirety financed by SIDA.

The promotion of socio-economic development with active involvement of workers' and employers' organisations along with public authorities as well as the development of sound industrial relations practices and policies, were recognised as the long term objectives of the project. To accomplish these objectives the project stressed as its immediate objective the need to strengthen the capability of trade union leaders and staff of employers' organisations in handling labour issues and problems effectively thus contributing to the speedy settlement of labour disputes and grievances.

Following an invitation from SIDA, the Swedish ILO-Committee decided in January 1985 to set up a tripartite evaluation group to take part in an evaluation of the ILO/SIDA African Labour Relations Project. The aim of the evaluation was, primarily, to assess the importance of the relevance of the project in light of its objectives; secondly, to study the effectiveness of the project and thirdly, to assess the ILO's presence for the implementation of the project. The evaluation was carried out by means of studies of project and other documentation as well as by means of interviews and discussions with former seminar participants and representatives of government, employers and workers in Sierra Leone, Tanzania, Kenya and Zambia.

In view of its findings the evaluation mission has reached the following conclusions: The project may have had some effects on industrial relations practices in some countries. The immediate objective has been partly fulfilled in so far as the seminars increased the competence of the participants in the techniques of collective bargaining. However, the project has not succeeded in increasing the active involvement of workers and employers' organisations along with public authorities, in promoting socio-economic development. The main reason for this appears

to be the fact that no measures were taken in order to influence the governments' attitudes to such an involvement. In addition, there is no evidence that the process started off by the project will generate effects that, in the long run, lead to the fulfillment of the project objectives. One major weakness with the project, according to many of the persons interviewed, was the lack of follow up of training activities as well as the lack of continued contacts with recipient organisations.

ILO's role in the project seems to have been very crucial in bringing the parties together to discuss central issues of industrial relations. In addition, the ILO has been important in removing the economic and some of the political obstacles to training and other measures that may contribute to improved industrial relations. However it can be questioned whether the presence of the ILO was necessary as regards the actual carrying out of the different training activities.

It is the view of the evaluation team that ILO should pay more attention to industrial relations matters in Africa. The team recommends that the planning of possible new projects should be national rather than regional in character. As for the planning of new industrial relations projects for Africa we find it essential that the project team is based in Africa rather than in Geneva. ILO's activities should be fully adjusted to different conditions in different countries and should also be complementary to the training and other activities in the respective countries. A planned follow-up procedure in and of possible projects is also necessary.

1. SHORT DESCRIPTION OF THE ILO/SIDA AFRICAN LABOUR RELATIONS PROJECT

1.1. Background

Following a request from the ILO the Swedish Government decided in 1979 to make available to the ILO, on a trust-fund basis, an amount in US dollars not exceeding the equivalent of SEK 8.6 million for the financing of the regional project "Development of Sound Industrial Relations Practices for Selected English-speaking African Countries" (hereinafter called the "ILO/SIDA African Labour Relations Project").

SIDA had previously supported a similar project carried out by the International Institute of Labour Studies (IILS). After an evaluation carried out in 1977 following a demand from the IILS for further financial support SIDA decided against continued assistance to this programme. Recognising the need for continued and increased assistance to training and research in labour and employment matters SIDA based its decision to withdraw support entirely on its doubts concerning the ability of the IILS to carry out this kind of programmes efficiently in view of the previous performance of the project.

Only a few months after deciding not to give continued support to the IILS SIDA received a request from the ILO, in July 1978, to support what was later to become the ILO/SIDA African Labour Relations Project. The project proposals submitted by the ILO were well in line with the views and recommendations put forward in the evaluation of the IILS project. After thorough discussions within SIDA as well as with the partners on the Swedish labour market and with the Swedish Development Cooperation Offices in the countries concerned SIDA recommended, in July 1979, the Swedish government to make funds available for the project. The government followed SIDA's recommendation and funds for the new project were made available as from 1 January 1980 when the project was brought into operation.

1.2. Objectives

The objectives of the project as laid down in the project document are the following:

- Long term or development objectives:

1. Involvement of workers' and employers' organisations, together with public authorities, in promoting socio-economic development.
2. Development of sound policies and practices of industrial relations.

- Immediate objective:

strengthening the capability of trade union leaders and staff of employers' organisations in handling labour issues and problems effectively and contributing to the speedy settlement of labour disputes and grievances.

As special considerations the project document states that the project will work closely with other national and international institutions actively engaged in the field of labour and industrial relations and would draw on experience of developing countries in other regions.

The project document also stresses the acute need for the development of suitable programmes applicable to the conditions in the following countries which are also the countries covered by the project: Ghana, Kenya, Nigeria, Sierra Leone, Southern African countries, Tanzania and Zambia.

1.3 Project outputs

The project document identifies a number of project outputs which may be described as intermediary goals through which the objectives of the project should be fulfilled. The project outputs are basically of four different kinds:

- Preparatory tripartite workshops for participants selected from government departments, workers' and employers' organisations. In-depth examination of industrial relations development needs in the countries concerned.
- Course for instructors in industrial relations. Experienced trade unionists to be trained as instructors and organisers of industrial relations training programmes.

- Training seminars. Separate seminars for workers' representatives and for staff of employers' organisations but also some joint seminars with participants from workers', employers' and government circles.
- Tripartite review and evaluation workshop in order to assess the results achieved against the objectives of the project.

1.4 Methods of work

The project was in operation between 1 January 1960 and 31 March 1964. It had a permanent staff of two industrial relations specialists posted in Geneva with permanent administrative support and additional typing facilities. The project also contracted a number of consultants/ external collaborators on a temporary basis.

The activities of the project followed a work plan specifying what activities should be carried out during each one of the four years of the project. The basic method behind the work plan was that the project should be carried out in different steps in such a way that the experience and knowledge gained during the earlier stages of the project could be utilised in the subsequent seminars and workshops.

The seminars and workshops were led by the permanent staff of the project often assisted by officials from the respective workers' and employers' organisations. In many cases external collaborators and observers also participated in the activities. The respective governments and national workers' and employers' organisations contributed to the project by providing the necessary facilities, where possible, and by ensuring the creation of amicable conditions for the successful deliberation of the project. Their most important role, however, was that of selecting suitable candidates to participate in the different activities of the project.

The working material used during the different stages of the project consisted of selected ILO publications together with some documents and worksheets produced within the project.

2. BACKGROUND AND PURPOSE OF THE EVALUATION

The ILO/SIDA African Labour Relations Project submitted three progress reports to SIDA, the first of these covering the period 1 January 1980 to 30 April 1981. The second progress report covered the period 1 May 1981 to 30 May 1982. Finally, the third and concluding report covered the period June 1982 to 31 March 1984.

In the concluding report from the project an assessment on the degree of success of the project was made. This assessment was mainly of a quantitative nature. There was no attempt to analyse the outcome of the project in relation to its development objectives or to estimate the impact of the project on future industrial relations in project countries. The reason for this was that such an estimation was considered to be very difficult to carry out immediately after the completion of the project. Instead the project staff suggested that the evaluation should be postponed for some time so that any possible impact of the work should have time to emerge. It was also pointed out in the conclusions of the concluding report that an evaluation would have to be made by an outside person or body, as project staff judgements were bound to be highly biased.

According to the instructions of the Swedish ILO-Committee SIDA should keep the Committee regularly informed about the planning, the implementation and evaluation of ILO/SIDA projects. This is done once a year when SIDA's expert to the Committee reports about the on-going activities with the ILO. Over the years discussions have nevertheless been carried on concerning different means of improving the Committee's participation in the planning of ILO/SIDA programmes.

In September, 1984 SIDA invited the Swedish ILO-Committee to take part in an evaluation of the ILO/SIDA African Labour Relations Project. The project was singled out with the clear purpose to give the Committee an insight in SIDA's co-operation with the ILO by means of active participation. A tripartite evaluation group was constituted in January,

1985. It was agreed that the purpose of the evaluation should be the following:

- to assess the relevance of the project in the light of its objectives
- to study the effectiveness of the project with special regard to the project outputs
- to assess whether the presence of the ILO was necessary for the implementation of the project.

3. HOW THE EVALUATION WAS CONDUCTED

3.1 Duties

According to the terms of reference (appendix 1) the duties of the mission should be:

- to check off to what extent the different training courses/-seminars/workshops had been carried out and completed
- to examine whether the training had increased the participants' competence in their tasks as industrial relations practitioners
- to investigate to what extent the participants had made use of their increased knowledge
- to assess whether the training had contributed to improved industrial relations in the project countries
- to prepare a report in English on its work, findings and recommendations to be submitted to SIDA.

In addition, the team should also consider two questions related to the ILO; namely the following:

- Had the interest for the ILO and its standard-setting activities increased as a result of the project?

- Did the presence of the ILO contribute to strengthen the dialogue between the social partners and the government?

3.2 Methodology

The evaluation was carried out in Sierra Leone, Tanzania, Kenya and Zambia. 4 days were spent in Sierra Leone by two members of the team (2-5 September). Two weeks in October (7-18) were spent by the whole group in Tanzania, Kenya and Zambia.

The mission completed its work by means of studies of project and other documentation, interviews and discussions with former seminar participants as well as with representatives of government, employers' and workers' organisations in the above four project countries. Discussions between ILO-personnel responsible for the project and part of the evaluation team took place at the ILO Headquarters in Geneva in June 1985. A complete list of the persons interviewed is attached as appendix 2. A net of contact-persons in the respective countries was established by the assistance of ILO staff. A questionnaire (appendix 5) was forwarded in advance to the contact-persons concerned. The questionnaire should, when properly filled in, provide basic information about the seminar participants.

In addition, the Presidents of the Swedish Trade Union Confederation, of the Swedish Organization of Salaried Employees and of the Swedish Employers' Confederation informed their counterparts in Tanzania, Zambia and Kenya in advance about the mission.

3.3 Composition of the mission

The evaluation has been carried out by a group consisting of Mr Erik Forstadius, Director, Swedish Employers' Confederation, Mr Erik Karlsson, International Secretary, Swedish Trade Union Confederation, Mr Olof Sundström, International Secretary, Swedish Organisation of Salaried Employees, Mr Christer Eriksson, Head of Section, Ministry of Labour and Mr Allan Read, Head of Unit, Swedish Labour Market Board.

4. THE ACTIVITIES OF THE AFRICAN LABOUR RELATIONS PROJECT

4.1 Introduction

The first question examined by the evaluation team was to what extent the different activities listed in the project document have been carried out and completed. The following inventory of the activities of the project is based mainly on the project's own progress reports and reports on individual activities. The inventory also covers some activities that were entered into the work programme after the project had been brought into operation. For a complete list of activities see appendix J.

4.2 Preparatory missions

According to the original plan of work the project should undertake preparatory missions of about four to six weeks' duration in the countries concerned. All the missions should take place during the first twelve months of the project. Though not explicitly stated in the work plan the period four to six weeks obviously refers to the total time spent on all the missions taken together. The purpose of the missions was to discuss the details of the project and establish contacts with government authorities and workers' and employers' organisations in each country.

Since the preparatory missions are not included in the project outputs the documentation is rather weak as to the actual outcome of this activity. Missions were made to West Africa (i.e. Ghana, Nigeria and Sierra Leone) in May 1980 and to Zambia, Zimbabwe and Kenya in August/September the same year. The total duration of the missions appears to have been slightly less than four weeks.

Although the missions appear to have been successful in establishing the involvement of governments as well as workers' and employers' organisations it turned out to be necessary to undertake a number of other missions of a preparatory character later during the project period in order to prepare specific activities in individual countries. Normally these other missions were made in combination with seminars or workshops held in the region. In this way the costs involved were rather

limited. Worth special mentioning is the mission to Kenya, Zimbabwe, Botswana, Lesotho and Swaziland in November/December 1982 which brought the latter three countries into the project for the first time.

4.3 Preparatory workshops

Two initial tripartite workshops should be arranged during the first twelve months of the project in order to undertake an in-depth examination of industrial relations development needs in the countries concerned. The workshops were regional in character, one for West Africa (Nigeria, Ghana, Sierra Leone) and one for East Africa (Kenya, Tanzania, Zambia, Zimbabwe). Participants were selected from government departments, workers' and employers' organisations in the respective countries. Hence each country was represented by at least three participants in the workshops. In most cases the participants were drawn from a high level but not from the leadership of their respective organisations.

The first of the two preparatory workshops was held in Freetown, Sierra Leone 1-12 December 1980, the second was held in Nairobi, Kenya 26 January - 6 February 1981. The late recruitment of one of the project's two industrial relations specialists appears to be the main reason for this delay in relation to the original plan of work.

According to the progress report the workshops provided valuable information and education to all participants and provided guidance for project staff in determining issues and topics to be included in the training seminars. There is no mention, however, of papers submitted from the participants or produced by the ILO although such papers were to form the background material of the workshop. Neither is there any mention of formal or uniform proposals and conclusions of the workshops apart from the already mentioned guidance, providing a framework for the future training seminars.

4.4 Course for instructors in industrial relations

An eight-week course for 20 experienced trade unionists to be trained as instructors and organisers of industrial relations training - programmes was planned for the beginning of the second twelve month period of the project (i.e. early 1981). The instructors should later take an active part in the preparation and organisation of the national seminars.

The course for instructors was held in Nairobi, Kenya from 16 March until 16 April 1981, i.e. the length of the course was reduced from 8 weeks to just under 5 weeks. The participants were selected trade unionists from Sierra Leone, Ghana, Nigeria, Kenya, Zambia and Tanzania. The total number of participants was eleven. Thus the actual number of individual seminar days for this course was merely one third of what was originally planned.

According to the progress reports the seminar was carried out very successfully and it also provided a useful basis for the development of the future training seminars for trade unionists. It later turned out, however, that only one of the participants became involved in the national training seminars.

4.5 Training seminars

In the project document a total of 20 country seminars of 25 participants for a period of two weeks each were tentatively considered for training a total of 500 industrial relations practitioners. Ten of the seminars should be given to training workers' representatives, five to training participants from employers' circles and five should be joint material seminars including government staff as well as workers' and employers' representatives. These three different types of seminars will be dealt with separately in the following.

The trade union seminars were originally scheduled for the second (two seminars) and third (eight seminars) twelve-month periods. The aim of the training seminars was a maximum involvement of the participants through a thorough discussion of a number of central issues related to

collective bargaining (see appendix 4). The timetable of the seminars and the relative weight given to the different issues varied considerably depending on the previous experience of the participants, on the availability of outside lecturers and local experts and on the priorities made in order to adjust the seminars to local conditions in general. Nine training seminars following this basic outline, each of a duration of about two weeks, were carried out during the project period. One took place in the second twelve-month period and four in each of the two following twelve-month periods. An average of 28 trade unionists, mostly workers' educators and trade union officials, participated in the seminars. All project countries except Ghana were covered by the seminars.

In addition to the "traditional" training seminars there were two special two-week seminars exclusively for female trade unionists in Tanzania and Zambia with 19 and 16 participants respectively. There was also a two-day workshop on workers' education infrastructure in Zimbabwe attended by 37 Zimbabwean high-level trade unionists and a one week high-level trade union seminar in Zambia for 40 Zambian trade union leaders. Thus the total number of trade unionists participating in the different trade union seminars was about 330 which is considerably higher than the figure of 250 that was tentatively considered in the project document.

The employers' seminars should according to the original plan of work, take place during the second, third and fourth twelve-month periods with two, two and one seminar respectively. The actual number of seminars for employers turned out to be higher, eight instead of five, they were also held somewhat earlier than originally planned and the average number of participants was just over 30 as compared to the anticipated 25. The length of the seminars had, however, been reduced from two weeks to one week due, among other things, to the difficulties that the employers' representatives had in absenting themselves from their daily tasks for two weeks at a time. Hence, although the total number of participants was twice as high as planned from the beginning, the number of individual seminar days was almost exactly according to the original plan. Employers' seminars were held in all project countries except Botswana, Lesotho and Swaziland.

Joint material seminars for participants from workers' and employers' circles as well as government staff involved in the settlement of labour disputes constitute the third type of training seminars described in the project document. Five such seminars were to be arranged during the final twelve months of the project. There is, however, no further mention of these seminars in the subsequent progress reports and in the concluding report from the project it is even stated that "the project document does not include among the envisaged national activities any tripartite seminars". In spite of this apparent change in the original plan of work three tripartite national seminars were carried out by the project. These seminars were organised following requests from all three sectors in the countries concerned, namely Zimbabwe, Kenya and Swaziland. All the seminars had a duration of one week. A total of 80 high-level participants took part in the seminars. Two more countries had asked for similar meetings but those could not be included in the project schedule.

4.6. Tripartite review and evaluation workshop

In order to assess the results achieved against the objectives of the project a concluding tripartite regional workshop was proposed in the project document. Such a workshop, with a duration of one week, was held in Zimbabwe shortly before the termination of the project. Each project country was asked to send three representatives, one from each of the three parties. A total of 28 high-level industrial relations practitioners participated in the workshop. A majority of the participants at the workshop had not taken part in any of the previous activities of the project.

The first half of the seminar was devoted to introductory lectures and presentation of background and research papers by the workshop staff. The second half was mainly devoted to detailed sectoral discussions on a number of central questions within the area of industrial relations. Partly as a result of the outline of the seminar and partly because so many participants had not previously been involved in the project, the actual evaluation focused more on examining the aims and objectives of the project than on assessing the results achieved against these objectives.

4.7 Research

Research was not included in the original plan of work but a small research programme was still initiated by the project after approval by SIDA. A two-day research meeting was held in Kenya in February 1981 directly after completion of the Eastern African Tripartite Workshop. Two representatives of the Swedish Centre for Working Life and five invited academics from Kenya, Zambia and Sierra Leone took part in the meeting besides the workshop staff.

The research programme proposed by the research meeting and later established by the project should be carried out and completed before January 1982. At least four small and medium-sized enterprises in different sectors should be studied in each of the three countries. The studies should focus on labour relations at plant level and consist of interviews with workers, workers' representatives and management. The responsibility for carrying out the studies lay with the contracted research institutions in the respective countries and US \$ 4000 was made available for each country to assist in financing the research. During the course of the research an official of the Swedish Centre for Working Life would visit the three countries and co-ordinate the research activities.

The Kenyan study was completed one and a half years later than planned. The other two studies were not completed at all though in Zambia some work was actually done. There is no evidence of any co-ordinating or supervisory measures taken either by the project staff or by the Swedish Centre for Working Life in order to secure a successful completion of the research programme.

It was, for the above reasons, not possible to use any of the research findings within the framework of the project although the Kenyan study was presented and discussed at the concluding workshop where it was very well received.

5. THE EFFECTS OF THE TRAINING FOR THE PARTICIPANTS AND THEIR ORGANISATIONS

5.1. Increased competence as industrial relations practitioners

The subjects included for discussion at the above - mentioned seminars differed somewhat. As for the training seminars on collective bargaining the topics intended to be covered during the two weeks are evident from appendix 4. The employers seminars dealt with i.a. in-plant industrial relations, recruitment and placement procedures, legal aspects of employment and wages and salary guidelines. The seminars were all practically oriented. The focus of the womens' seminar was on specific women issues such as the role of women in economic and social development in Africa, equal opportunities at the workplace and in society and participation of women in union activities.

The aim of the high-level tripartite seminars held in Kenya, Zimbabwe and Swaziland was to undertake a review of contemporary industrial relations in those countries. As for the high-level trade union seminar arranged in Zambia the subjects discussed included i.a. economic development and income distribution as well as prices and incomes policies in the country.

One first general observation to be made is the former seminar participants' unreserved praise for the project staff and their professional way of handling the seminars. Apparently all the seminars were well carried out. The instructors were highly professional and the teaching given was effective.

However, the effectiveness of most seminars were sometimes reduced by the low degree of punctuality demonstrated by participants. The late-comers started asking questions about and making interventions on issues that had already been covered by those coming in time.

According to the answers provided by the former participants, the two-week seminars on collective bargaining were indeed very well received in all four countries. A large number of the persons interviewed consi-

dered the seminars to be very valuable and educative. In Sierra Leone the former participants gave an unambiguously affirmative answer to the question whether the seminar had increased their competence as industrial relations practitioners. This positive reaction was also strongly confirmed by the top leadership of the Sierra Leone Labour Congress (SLLC) and by the representatives of JUMATA in Tanzania.

Another general comment from former trade-union seminar participants was that they felt that the seminars had taught them how to formulate and handle demands towards the employers. The seminars had to many participants worked as an eye-opener and made them aware of the importance and usefulness of a continuous dialogue and understanding between labour and management.

The teaching on various practical questions like how to read a balance sheet or how to calculate a cost of living index was, to judge from the discussions with the former trade-union participants, perhaps the most memorable and useful part of the seminars. It was regarded that the knowledge given in these practical subjects gave a good foundation for the discussions with the employers on collective bargaining. By means of the increased competence in these fields the trade unionists felt that they got on more equal terms with the employers.

The employers also agreed that the seminars specially designed for them were of great value. The discussions in the seminars had helped them to identify and clarify specific problems connected to industrial relations.

As for the high-level seminars there is no doubt that these seminars were highly successful, especially the one on collective bargaining in Zambia. It is quite probable that the discussions on prices and wages policy and other economic matters gave the top leadership new aspects and insights on the economic situation in Zambia.

Although the seminars succeeded in raising the participants' competence in special fields such as collective bargaining techniques, the reading of balance sheets, etc. it is not possible to substantiate that the seminar participants have increased their general capacity in handling disputes and grievances more effectively than before.

5.2. How the participants made use of their new knowledge

In order to get a clear picture of what had happened to the former participants after attending the seminars a questionnaire was sent out in advance (see appendix 5). Unfortunately, only a limited number of responses have been submitted. Answers to the questionnaire have been received from all the four countries visited, covering six seminars of which two were for trade unionists and four for employers. The results from the questionnaire based on the answers received can be studied in appendix 5. These answers lead to the same general conclusions. A majority of the participants are still active in the organisations they represented at the seminar.

Furthermore, they are also, with few exceptions, still active in industrial relations. Some of the former participants have, since the seminar, also been promoted to senior posts within their organisation or company. A limited number of the participants have undergone further training on industrial relations issues since the time of the seminar.

5.3. Diffusion of the new knowledge within the organisations

The knowledge acquired at the seminars was seldom spread in a systematic way within the organisations. The reasons for this were of different kinds. The participants to the seminars were rarely in a position to initiate or lead training seminars or courses. Few persons within the organisations had asked for training in industrial relations. In some cases there did not exist anyone responsible for setting up an educational programme in these matters. And perhaps most important, there was lack of educational funds.

Nevertheless, some trade unions, (SLLC, JUMATA and ZCTU) stressed that the training material had been adapted to and integrated into the organisations' own educational programmes. JUMATA had financed 30 local seminars comprising 30-45 participants each, since the ILO/SIDA seminar. SLLC underlined that the number of training programmes sponsored by the organisation had increased since 1983, when the ILO/SIDA seminar was conducted in Sierra Leone.

It is obvious that the seminars have stimulated the organisations' interest in industrial relations training programmes. In Sierra Leone the seminars served as an eye-opener for the importance of training in a broad sense. The seminars created new demands for further training, not only in industrial relations.

Although the training seminars have inspired and generated local seminars the diffusion of the knowledge intended to be given at the ILO/SIDA seminars has been rather limited. This is further corroborated by the fact that the target group for which the seminars were originally planned was not always available. Those, who attended the seminar, had poor previous knowledge in industrial relations. The seminars, originally set up as courses in collective bargaining and how to solve labour disputes, often developed into courses in arithmetics. (This does not apply to the high-level seminar on collective bargaining in Zambia).

5.4 Continued training in industrial relations

After the special womens' seminar the women demanded and received further training in matters particular to women. The womens' seminar provoked interest among women for more knowledge and served as a platform for continued training. In Zambia 4 special womens' seminars have been arranged since the one held in 1984.

Otherwise a limited number of seminar participants have received further training in industrial relations after the completion of the project. This had nothing to do with lack of interest but was rather a reflection of the organisations' very restricted resources to offer continued training in this area. Another important factor has also been mentioned in the previous section; a large number of the seminar participants lacked possibilities to avail themselves of further training. Their need was not to attend discussions on problems connected to collective bargaining and labour disputes, but rather to receive fundamental training in how to read a balance sheet and how to collect and evaluate statistical information.

6. THE IMPACT OF THE PROJECT ON INDUSTRIAL RELATIONS IN THE COUNTRIES CONCERNED

6.1 Involvement of workers' and employers' organisations

The involvement of workers' and employers' organisations, together with public authorities, in promoting socio-economic development constituted the first of the development objectives of the ILO/SIDA African Labour Relations Project.

There are several reasons explaining why the workers' and employers' organisations play a rather marginal role in this area at present. Independent workers' and employers' organisations have, if they exist at all, a relatively short history in most African countries. The trade unions draw their membership primarily from wage-earners within the modern sector which accounts for only a small fraction of total employment. On the employer side most African economies are dominated by state-owned or partly state-owned enterprises. The dominant role played by the government and/or the ruling party in matters such as industrial relations, labour legislation, wages and incomes policies, etc is also a factor which must be taken into account in order to understand the low involvement of workers' and employers' organisations in the socio-economic development process.

Given this background it appears that there were two basic strategies that could have been used by the ILO/SIDA African Labour Relations Project in order to increase the organisations' active involvement in the promotion of socio-economic development. The first possible strategy would be to try to influence the governments to involve workers' and employers' organisations in the formulation of socio-economic development policies. The second strategy would be to try to influence workers' and employers' organisations by making them aware of the overriding issues of socio-economic development and at the same time strengthen the capability of industrial relations practitioners on both sides in dealing with these issues.

The project did not explicitly embark upon any of these two strategies. Elements of both, or at least one, of the strategies could however be

found in some of the activities of the project. Probably most important in this context was the high-level trade union seminar in Zambia in January 1984 where ample time was devoted to such issues as economic development and income distribution in Zambia, prices and incomes policies, the function of the industrial court and collective bargaining and workers' participation. The importance of the economic environment to collective bargaining was also discussed in all workers' seminars but in rather general terms with little reference to the national situation. The three national tripartite seminars in Kenya, Zimbabwe and Swaziland are also worth mentioning in this context since they provided a forum for discussions about the central issues of tripartism and industrial relations.

The above-mentioned seminars probably increased the organisations' interest in different issues related to socio-economic development. In spite of this the overall impression is that there has not been any increase in the active "involvement of workers' and employers' organisations, together with public authorities, in promoting socio-economic development" that can be attributed to the activities of the ILO/SIDA African Labour Relations Project. The main reason for this appears to be the fact that no measures were taken in order to influence the governments' attitudes to such involvement, neither were there any seminars or workshops exclusively for government officials.

6.2 Development of sound industrial relations policies and practices

Development of sound policies and practices of industrial relations was the second development objective of the ILO/SIDA African Labour Relations Project. Although it is impossible to give an exact definition of what should be understood by "sound" policies and practices it is still clear that the concept implies, among other things, reduced frictions and disturbances in industrial relations and speedy settlement of disputes and grievances. This interpretation is also in line with the project's immediate objective to strengthen "the capability of trade union leaders and staff of employers' organisations in handling labour issues and problems effectively and contribute to the speedy settlement of labour disputes and grievances". The possible impact on industrial

relations policies and practices that can be generated through the training, and subsequently increased competence, of industrial relations practitioners from workers' and employers' organisations depends not only on the success of the training as such but also on the importance of the roles played by these practitioners in the general industrial relations set-up of their respective countries. The more important that role the more likely is it that successful training measures will have a positive effect on industrial relations.

Most African governments impose a number of rules and restrictions to be observed by workers and employers in the field of industrial relations. These rules and restrictions are particularly important in the area of collective bargaining where the governments specify both the procedures to be followed in case of disagreements and the limits within which the final agreement between the parties must fall. In some project countries the government also exercises a direct control over the actual process of collective bargaining. One consequence of these policies is that legal strikes are extremely rare in most project countries since disagreements between workers' and employers' representatives will almost always be settled through obligatory conciliation or even compulsory arbitration if the parties cannot work out an agreement between themselves. On the other hand illegal or wildcat strikes, usually without the involvement of the trade unions, appear to be rather frequent in several countries.

From what has been said above it follows that the training programmes of the ILO/SIDA African Labour Relations Project could not be expected to generate more than very marginal effects on the policies and practices of industrial relations. There is no evidence of any changes in labour legislation or in the official policy in this area that can be attributed to the project. It should be recognized, however, that the training appears to have had a positive effect on the climate in which the dialogue between employers and trade unionists take place. It was a unanimously held view among the former participants, interviewed by the evaluation team, that the seminars contributed to the understanding of the basic issues of industrial relations and helped to bring about more frequent contacts between workers' and employers' representatives.

It also appears that the project may have been helpful in bringing down the number of wild-cat strikes in some of the project countries. Among the countries visited by the evaluation team this effect seems to have been most important in Sierra Leone and Tanzania. In Sierra Leone the seminars for workers and employers were instrumental in bringing about negotiations between the parties after a period of political instability and tense industrial relations. The return to a more normal situation seems to have had a stabilising effect on the labour market and thus reducing the number of strikes. In Tanzania the government has gone further than in perhaps any of the other project countries in regulating and controlling the collective bargaining process. The government's role in combination with the close links between the government and the workers' organisation, the JUMATA, gives the trade union movement an active role in the implementation of the government's incomes policies. It appears that the training given to the JUMATA representatives may have helped to reduce the number of wild-cat strikes by increasing the trade union leaders' ability to make the workers understand and accept the rationale behind the national policy on productivity, incomes and prices.

7. CONCLUSIONS

7.1 The performance of the project in relation to its objectives

- The ILO/SIDA African Labour Relations Project has not succeeded in increasing the active involvement of workers' and employers' organisations, together with public authorities, in promoting socio-economic development (development objective number one). The main reason for this appears to be the fact that no measures were taken in order to influence the governments' attitudes to such involvement.

- As regards the second development objective, "the development of sound policies and practices of industrial relations", it seems that the project may have had some effects on industrial relations practices in some of the countries. There is, however, no evidence of any changes in labour legislation or in official policy in this area that can be attributed to the project.

- The immediate objective of "strengthening the capability of trade union leaders and staff or employers' organisations in handling labour issues and problems effectively and contributing to the speedy settlement of labour disputes and grievances" has been partly fulfilled in so far as the seminars increased the competence of the participants in the techniques of collective bargaining. It is difficult to say to what extent this has succeeded in also making the participants generally more capable in handling labour disputes and grievances more effectively than before.

- The project seems to have started off a process, but it is doubtful whether, in the long run, this process will be sufficiently strong to generate effects leading towards the fulfillment of the project-objectives. It appears more likely that the positive effects so far achieved by the project will diminish with the passing of time unless new measures are taken.

- The project has succeeded in carrying out most of the activities listed in the project document and has even added some activities to that list. The targets concerning the number of trainees and training days have been reached.
- The seminar participants were very satisfied with how the seminars were conducted and with the professionalism and efficiency of the project officials.
- The timing of the seminars seems to have been appropriate and was well adjusted to the wishes of the recipient organisations.
- A majority of the seminar participants are still active as industrial relations practitioners within the same organisation they represented at the time of the seminar.
- The preparation of the project had a regional bias and did not succeed in adapting the project design to the special situation in the different countries. Neither were there any attempts to integrate the project with the training and other activities already taking place in various countries.
- The high-level trade union seminar in Zambia, the national tripartite seminars in Zimbabwe, Kenya and Swaziland and the concluding workshop were more country-oriented and also more successful in bringing about a discussion on the key issues of industrial relations in individual countries than were the training seminars.
- The definition of the target group, "industrial relations practitioners", did not pay sufficient regard to the specific situation in individual countries.

Because of this it frequently occurred that the persons selected to participate in the seminars lacked the necessary experience and education which in turn made it necessary to devote a substantial part of the seminars to very basic teaching.

- The project did not succeed in linking the different activities together and thus they failed to support one another. Many of the participants of the original preparatory workshops were not further involved in the project's activities. The persons taking part in the instructors' seminar did not participate in the subsequent training seminars and the majority of the participants in the concluding workshop had never previously been involved in the project.
- There was no follow up of the training activities and, apart from the concluding workshop, no formal contacts were taken either with the participants or their organisations after the seminars were completed. This was, according to many of the persons interviewed, the major weakness of the project. The lack of follow ups and continued contacts with the recipient organisations made it difficult to secure the positive results that were achieved by the seminars.

7.2 The presence of the ILO

The ILO/SIDA African Labour Relations Project has probably increased the interest for the ILO among the participants in the seminars and workshops. There are, however, no visible signs of any increased interest in the standard-setting activities of the ILO. Neither have there been any ratifications of ILO conventions related to industrial relations by any of the project countries that had not already ratified those conventions.

The ability to base its policies on international labour standards as expressed in the different ILO conventions relating to industrial relations, the fact that all the countries are members of the ILO and signatories to at least some of these conventions and the the weight and standing of a large international organisation combine to give

the ILO a unique role in the promotion of industrial relations in the countries covered by the ILO/SIDA African Labour Relations Project.

ILO's role appears to have been very important in bringing the parties together to discuss the central issues of industrial relations (notably in the tripartite regional and national seminars/workshops) and in removing some of the political and economic obstacles to training and other measures that may contribute to improved industrial relations. In this sense it may be said that the presence of the ILO contributed to strengthen the dialogue between the social partners and the government.

The advantages of the ILO as compared to other donor agencies and national institutions are less evident, however, as regards the implementation of the project and the carrying out of the different training activities. It appears that the tripartite seminars and the high-level trade union seminar in Zambia depended very much for their success on the presence of the ILO and the competence of the ILO seminar staff. This seems not to be the case, however, for the training seminars for industrial relations practitioners from workers' and employers' organisations. It is not obvious that the issues discussed and the topics taught in these seminars called for a direct involvement of the ILO. The high cost of carrying out these seminars by the ILO is also an important factor to be considered, the average cost per seminar day was US \$81 but if total project expenditure is taken into account the overall cost becomes US \$240 per seminar day. It also appears that in operating the training programme on a regional basis from Geneva it became more or less impossible to follow up the individual activities and to give continued supervision ensuring that similar programmes could be started up and carried out by the organisations themselves.

8 RECOMMENDATIONS

In view of its findings the evaluation mission proposes that

- the ILO should pay more attention to the development of sound industrial relations in African countries, through the regular activities of regional ILO offices as well as through different temporary projects
- new projects on industrial relations should bring the leadership of the three parties together for discussions about fundamental issues of industrial relations on the basis of the central ILO-conventions in this field
- the planning, layout and operation of new projects in this field should be national rather than regional in character so that the activities can be fully adjusted to different conditions in different countries
- ILO's activities in this field should be complementary to the training and other activities taking place in the respective countries
- the ILO should also help in initiating and designing courses and training programmes in industrial relations that could be carried out by other institutions
- in view of the high costs and low long-term effects of activities entirely led from the outside the ILO should restrict its own involvement in the execution of the industrial relations training programmes
- industrial relations training programmes carried out by the ILO itself should concentrate on the leadership of the respective organisations and have a tripartite approach
- if the ILO sets up a new industrial relations project for Africa it is essential that the project team is based in Africa rather than in Geneva

- the ILO's activities in the field of industrial relations should be followed up regularly through the regional offices of the ILO.

TERMS OF REFERENCE FOR AN EVALUATION OF THE ILO/SIDA AFRICAN LABOUR RELATIONS PROJECT

Introduction

The ILO/SIDA Regional Project for the Development of Sound Industrial Practices for Selected English-Speaking African Countries (short title: ILO/SIDA African Labour Relations Project) covered ten English-speaking countries in Africa and was carried out from 1 January 1980 to 31 March 1984. The total project expenditure has been estimated to US \$ 1 345 000. The project was in its entirety financed by SIDA.

Development objectives

- Involvement of workers' and employers' organisations along with public authorities in promoting socio-economic development.
- Development of sound industrial relations policies and practices.

Immediate objective

Strengthening the capability of trade union leaders and staff of employers' organisations in handling labour issues and problems effectively and contributing to the speedy settlement of labour disputes and grievances.

Project outputs

1. Preparatory tripartite workshops

Two tripartite workshops (24 participants each, i.e. a total of 48) should be convened for ten working days each to undertake an in-depth examination of industrial relations development needs in the countries concerned. Participants were to be selected from government depart-

ments, workers' and employers' organisations, and should have had first-hand experience in dealing with industrial relations problems. Special emphasis was to be given to subjects such as labour relations legislation, collective bargaining practices and other forms of workers' participation, the role of trade unions and employers' organisations, involvement of shop stewards and supervisors in joint consultation, collective bargaining and the settlement of labour disputes or grievances.

2. Course for instructors in industrial relations

Provision was made for an eight-week course for 20 experienced trade unionists to be trained as instructors and organisers of industrial relations training programmes. The instructors would later take an active part in the preparation and organisation of the national seminars. The course for instructors should cover, among others, such items as may be proposed by the tripartite workshops. Special emphasis was also to be given to training methodology and in particular participative teaching methods.

3. Training seminars

A total of 20 country seminars of 25 participants for a period of two weeks each were tentatively considered for training a total of 500 industrial relations participants. Greater attention should be given to training workers' representatives (10 seminars); 5 seminars should be devoted to staff of employers' organisations and industrial relations officers, and the remaining 5 seminars should include participants from workers' and employers' circles as well as government staff involved in the settlement of labour disputes.

As in the case of the course for instructors, special attention was to be devoted to participative teaching methods such as case studies, role playing, preparation for collective bargaining, etc. The emphasis should not only be on the knowledge component of the learning process but on developing negotiating skills, a problem-solving approach and the use of information analysis and other tools.

Provision should also be made for special evaluation and follow-up on each seminar with a view to improving the design and effectiveness of subsequent seminars.

4. Tripartite review and evaluation workshop

In order to assess the results achieved against the objectives of the project, a tripartite workshop was proposed for a period of three to five working days. The evaluation should include an identification of the negative and positive factors which affect industrial relations training and may make recommendations as to strengthening the training capacity of the national organisations or institutions involved in these programmes. Recommendations should also be made as to further ILO contribution to the development of sound industrial relations.

Background and Purpose of the evaluation

As a result of an invitation to the Swedish ILO-Committee from SIDA to participate in an evaluation of the SIDA/ILO African Labour Relations Project. An evaluation group was constituted in January, 1985. The purpose of this evaluation is the following:

- to assess the relevance of the project in the light of the objectives stated above
- to study the effectiveness of the project with special regard to the project outputs as stated above
- to assess whether the presence of the ILO was necessary for the implementation of the project.

Duties

By means of analysis of relevant documents, collection of relevant data, discussions and interviews with representatives of employers' and workers' organisations and government representatives as well as seminar participants, in four of the project countries, the mission should answer the following questions:

- To what extent have the different training courses/seminars/workshops been carried out and completed?
- Has the training increased the participants' competence in their tasks as industrial relations practitioners?
- To what extent have the participants made use of their increased knowledge?
- Has the training contributed to improved industrial relations in the project countries?

In answering these questions, the following aspects should be considered:

- Has there been an enhanced and measurable participation in collective bargaining, on the national or the local level, after the completion of the seminars?
- Has the dialogue between the social partners increased in any measurable way?
- Has the demand increased for continued training in industrial relations?
- Is there any support for the idea that the women, who participated in the special women seminars, have been more active in their demand for increased female representation in union boards, in negotiations, etc?
- Can any interaction be traced between the participants' newly acquired competence and their inclination to find joint solutions (e.g. in wage negotiations)?
- Is there any evidence that show that the participants demand regular negotiations in different matters, as a result of a greater understanding of industrial relations?

- Have there been any noticeable changes in the organizational and/or legal structure on the labour market in the project countries concerned?
- Have the authorities concerned shown an interest to stimulate the development in the collective bargaining field?

If the answers are affirmative to the above questions, it will also be considered to what extent this can be attributed directly to the project.

In addition the evaluation should consider:

- If the interest for the ILO and its standard-setting activities has increased as a result of the project?
- If the presence of the ILO has contributed to strengthen the dialogue between the social partners and the government representatives?

Implementation

The evaluation shall be carried out between 1st September - 20 October, 1985. Two-three days will be spent in Sierra Leone in September by part of the evaluation group. Two weeks in October will be spent by the whole group in Tanzania, Kenya, and Zambia. The work shall be carried out through studies of available project and other documentation, through discussions with seminar participants, representatives of government, employers' and workers' organisations in the above four countries and through interviews and discussions with project staff and ILO representatives and SIDA Development Co-operation Offices.

Composition of the mission

The mission will consist of Mr Bert Isacson, Assistant Under-Secretary, Ministry of Labour, Mr Per Kökeritz, Deputy Head of SIDA:s Education Division, Mr Erik Forstadius, Director, Swedish Employers' Confederation, Mr Erik Karlsson, International Secretary, Swedish Trade

Union Confederation, Mr Olof Sundström, International Secretary, the Swedish Organisation of Salaried Employees, Mr Erik Lempert, Legal Adviser, Ministry of Labour, Mr Christer Frikszon, Head of Section, Ministry of Labour and Mr Allan Read, Head of Unit, Swedish Labour Market Board.

Reporting

The final version of the study should be presented to SIDA not later than 15th November, 1985, in English in such a format that it can be used directly for printing.

PERSONS INTERVIEWED BY THE MISSION

Sierra Leone

- Mr S. B. Marah, Minister of Labour
 Mr A. B. Dixon, Permanent Secretary, Ministry of Labour
 Mr L. E. Johnson, Labour Commissioner
 Mr A. M. Mayeney, Senior Labour Officer, Ministry of Labour
- Mr K. B. Yilla, Secretary General, Sierra Leone Labour Congress (SLLC)
 Mr J. D. Mettle, President, Hotel, Food, Drinks, Tobacco, Entertainment
 and Services Workers' Union
 Mr L. Bangura, Shopsteward, Hotel, Food, Drinks, Tobacco, Entertainment
 and Services Workers Union*
- Mr F. A. Brima, Secretary General, Dock Workers' Union
 Mr D. F. Kana President, Dock Workers' Union*
 Mr A. Conteh, Ass. Secretary, Dock Workers' Union*
 Mr M. Fofanah, Treasurer, Dock Workers' Union
- Mr J. W. Davies, Secretary General, Post and Telecommunication Union*
 Mr S. D. Kargbo, Secretary General, Transport and Agricultural Union*
 Mr G. L. Kargbo, Regional Secretary, Artisans' Union*
 Mr T. E. Yambasu, Research Officer, SLLC
 Mr F. A. Hagan, Education Officer, SLLC*
 Mr I. S. Kamara, Organiser, Artisans' Union*
 Mr L. Sakwiwa, Regional Secretary, Post and Telecommunication Union*
- Mr I. T. Nottidge, Executive Officer, Chamber of Mines, Member of
 Sierra Leone Employers' Federation
- Mr M. L. Talabi-Coker, Commercial Insurance Accounting Association
 Mr A. A. Deen, Brew Motors Ltd*
 Mr E. F. Saffa, Barclays Bank*
 Mr J. T. Williams, S. L. External Telecommunications Ltd*
 Mr J. A. V. Griggs-Davies, Managing Director, S.C.O.A. Freetown Ltd*
 Mr J. W. Thomas, Shell, Sierra Leone Ltd*
 Mr H. C. Lewis, Sierra Leone Ports Authority*
 Mr J. B. Hall, General Manager, Aureol Tobacco Company Ltd
 Mr L. B. Rogers-Wright, Personnel Manager, Aureol Tobacco Company Ltd*

Mr S. R. Sankol, Trade Union Representative, Aureol Tobacco Company Ltd
 Mr S. O. Brima, Trade Union Representative, Aureol Tobacco Company Ltd

Mrs Chinery-Hesse, Resident Representative, UNDP

Tanzania

H. E. Hon. D. Mwakawago, Minister of Labour and Social Affairs
 Mr S. R. Kimera, Ministry of Health
 Mr D. A. Minja, Ministry of Health
 Mr J. H. Mackanja, Permanent Labour Tribunal
 Dr M. R. M. Lamfal, University of Dar-es-Salaam

Mr C. M. Samang'ombe, JUVATA*
 Mr P. Konyaki, JUVATA*

Mr Namata, Association of Tanzania Employers
 Mr A. Mwakalasi, Director of Manpower, Tanzania Leather Associated
 Industries

Mr J. B. Seal, Director, ILO Area Office, Dar-es-Salaam
 Mr P. Vandermeuler, ILO Area Office

Mr P. Jödal, Swedish Ambassador
 Mr I. Yukovich, Head of Development Cooperation Office (SIDA)
 Mr B. Stadell, Regional Technical Adviser

Zambia

Hon. F. S. Hapunda, Minister of Labour and Social Services
 Mr V. J. Malauni, Permanent Secretary, Ministry of Labour and Social
 Services
 Mr L. M. Imesiku, Under Secretary, Ministry of Labour and Social
 Services
 Mr M. K. Chitangala, Labour Commissioner
 Mr Munala, Assistant Secretary, Ministry of Labour and Social Services
 Dr L. Chivuno, Chairman, Prices and Incomes Commission (PIC)
 Mr Kanchoya, Secretary, PIC
 Mr T. Gudjonsson, PIC

- Hon U. Nwila, Minister responsible for Industrial Participatory Democracy (IPD), President's Office
- Mr R. Simutanyi, Industrial Relations and Management Officer, IPD
- Ms P. Nanyangwe, Workers' Education Officer, IPD
- Mr G. Ayree, expert, SATEP
- Dr I. Ahmed, expert, SATEP
- Mr F. J. T. Chiluba, Chairman General, Zambia Congress of Trade Unions (ZCTU)
- Mr C. M. Sampa Ass. Secretary General, ZCTU*
- Mr R. Shikwata, Zambia Typographical Workers*
- Ms E. Ndumba, Guards Union of Zambia*
- Mr J. Mazyopa, Director of Research, ZCTU*
- Mr C. Mtande, General Secretary, Airways and Allied Workers' Union
- Mr M. Chibale, General Secretary, National Union of Teachers*
- Mr J. Fullilwa, Chairman, Union of Transport and Allied Workers*
- Mr B. Daka, Union of Transport and Allied Workers*
- Mr R. Sikazwe, Director of Organisation and International Relations, ZCTU*
- Ms M. Mukamba, Senior Trustee, Union of Posts and Telecommunication Workers', Committee Member of ZCTU Women's Advisory Committee, Kitwe*
- Mr Poul Erik Olsen, Expert, ILO/DANIDA Workers' Education Assistance to the Zambia Congress of Trade Unions
- Mr E.C. Chibwe, Chairman, Zambia, Federation of Employers (ZFE), E.C.Milling Company Ltd
- Mr.F.C.Sumbwe, Executive Director, ZFE
- Mr C. CF. Mambwe, Vice Chairman, ZFE
- Mr S. G. Mwiinga, Senior Personnel Officer, the Zambia State Insurance Corporation Ltd*
- Mr P. Chiluba, Associated Printers*
- Mr J. B. Nyirongo, Director, Zambia National Provident Fund, Trustee ZFE
- Mr R.S. Sakala, Poly Packers Ltd*
- Mr D. Bwenbya, Associated Printers*
- Mr M. W. Mulima, Regional Adviser, ILO Office for Southern Africa
- Ms J. Amri, Associate Expert, ILO Office
- Mr R. Haynes, Project Co-ordinator, ILO Office

Mr J. Ölander, Swedish Ambassador
 Mr J.-O. Agrell, Head of Development Cooperation Office (SIDA)
 Ms Liselott Laurin, Senior Programme Officer

Kenya

Mr J. A. Gethenji, Permanent Secretary, Ministry of Labour
 Mr J. M. Mwingi, Labour Commissioner

Mr J. M. Vele, Secretary General, Central Organisation of Trade Unions
 (COTU)
 Mr G. Odiko, Ass. Secretary General, COTU
 Mr W. Mwalwa, Director of Industrial Relations, COTU
 Mr O. Drowe, Research Officer, COTU

Mr T. D. Oduor, Executive Director, Federation of Kenya Employers (FKE)
 Mr J. N. Namasake, Executive officer, FKE*

Mr S-E. Sterner, OATUU, Nairobi Project Office

ILD

Mr A. Gladstone, Head of Industrial Relations and Labour Administration
 Department

Mr E. Yemin, Labour Law and Labour Relations Branch

Mr M. Mesfin, -*- -*- -*-

Mr O. Olsen, Technical Cooperation Department

Ms E. Messel, -*- -*- -*-

Mr T. Nyman, Former Project Leader

* indicates seminar participants

Activity Chart

Note: Listed seminar costs are for illustration of field expenditures under various conditions only and exclude staff, preparations and material.

Date	Country and type of activity	Report number	Working days	R	N/R	No. of participants		Cost involved	Cost per seminar day/participant	Remarks
						Male	Female			
<u>1990</u>										
01.12-12.12	Sierra Leone: tripartite sub-regional workshop	1	11	R		17		US\$ 24,421.00	US\$ 131.00	
<u>1991</u>										
26.01-06.02	Kenya: tripartite sub-regional workshop	2	11	R		25	}	US\$ 33,228.00	US\$ 121.00	
08.02-10.02	Kenya: research meeting	3	2	R		11				
25.03-16.04	Kenya: special training seminar	4	25	R		11		US\$ 39,319.00	US\$ 142.00	
25.03-27.03	Kenya: employers' national seminar	5	5		N/R	26	4	US\$ 4,053.00	US\$ 27.00	
04.04-10.04	Kenya: employers' national seminar	6	5		R/R	24	2	US\$ 4,259.00	US\$ 33.00	

Date	Country and type of activity	Report number	Working days	R	N/R	No. of participants		Cost involved	Cost per seminar day/participant	Remarks
						Male	Female			
24.08-28.08	Zambia: employers' national seminar	7	5		N/R	46	2	US\$ 11,142.00	US\$ 46.00	
21.09-25.09	Ghana: employers' national seminar	8	5		N/R	28		US\$ 8,773.00	US\$ 63.00	
25.11-27.11	Sierra Leone: employers' national seminar	9	5		N/R	20	3	US\$ 6,980.00	US\$ 61.00	
12.11-13.11	Zimbabwe: trade union national training seminars	10	11	R		35		US\$ 16,116.00	US\$ 35.00	
23.11-24.11		10	2	R		37				
07.12-11.12	Zimbabwe: tripartite national seminar	11	5		N/R	22		US\$ 10,016.00	US\$ 91.00	
1982										
01.03-05.03	Nigeria: employers' national seminar	12	5		N/R	30		US\$ 15,652.00	US\$ 104.00	
10.03-19.03	Nigeria: trade union national training seminar	13	10		N/R	26		US\$ 12,354.00	US\$ 48.00	

Date	Country and type of activity	Report number	Working days	R	N/R	No. of participants		Cost involved	Cost per seminar day/participant	Remarks
						Male	Female			
19.04-30.04	Tanzania: trade union national training seminar	14	11	R		24	2	US\$ 15,536.00	US\$ 54.00	
03.05-07.05	Tanzania: employers' national seminar	15	5		N/R	25	3	US\$ 10,406.00	US\$ 74.00	
17.05-26.05	Zambia: trade union national training seminar	16	11	R		16		US\$ 8,070.00	US\$ 46.00	
27.09-01.10	Kenya: high-level tripartite national seminar	17	5		N/R	30		US\$ 4,994.00	US\$ 33.00	
04.10-08.10	Zimbabwe: employers' national seminar	18	5		N/R	34	2	US\$ 7,395.00	US\$ 41.00	
11.10-22.10	Kenya: trade union national training seminar	19	11	R		27		US\$ 16,348.00	US\$ 55.00	
<u>1982</u>										
14.01-23.02	Botswana/Leotho/Swaziland: trade union training seminar	20	10	R		26	4	US\$ 26,861.00	US\$ 89.00	

Date	Country and type of activity	Report number	Working days	R	N/R	No. of participants		Cost involved	Cost per seminar day/participant	Remarks
						Male	Female			
15.04-06.05	Zimbabwe: trade union national training seminar	21	11	R		23	3	US\$ 17,941.00	US\$ 63.00	
08.09-19.00	Swaziland: trade union national training seminar	22	11	R		17		US\$ 7,372.00	US\$ 39.00	
12.08-26.08	Swaziland: high-level tripartite national seminar	23	5		N/R	27	1	US\$ 5,192.00	US\$ 37.00	
16.03-07.10	Tanzania: female trade unionist national training seminar	24	11	R			19	US\$ 13,541.00	US\$ 65.00	
17.10-29.10	Sierra Leone: trade union national training seminar	25	11	R		24		US\$ 9,151.00	US\$ 35.00	
28.11-02.12	Zimbabwe: sub-regional concluding workshop	26	5	R		28		US\$ 45,392.00	US\$ 324.00	
<u>1981</u>										
23.01-27.01	Zambia: high-level trade union seminar	27	5	R				US\$ 12,605.00	US\$ 61.00	

Date	Country and type of activity	Report number	Working days	R	N/R	No. of participants		Cost involved	Cost per seminar day/participant	Remarks
						Male	Female			
30.01-10.02	Zambia: female trade unionist national seminar	28	9	R			16	US\$ 11,876.00	US\$ 82.00	

Average cost per seminar day per participant (field operations including programme support costs) = US\$ 81.00

Overall average cost per seminar day per participant (total project expenditure) = US\$ 240.00

Key

R - residential seminar

N/R - non-residential seminar

Subjects for inclusion in a two-week seminar on:

COLLECTIVE BARGAINING

1. The collective bargaining environment
 - Purpose
 - The parties
 - Influence of interest groups or bodies outside the unions
2. The collective agreement
 - Scope
 - Contents
 - Duration
 - Enforceability
3. The economic environment
 - Economic factors influencing the outcome of collective bargaining
 - Evaluating and describing such factors
 - Money wages and real wages
4. Preparation and evaluation of union demands
 - Collection of information
 - Hearing the members' views
5. The process of actual bargaining
 - Group work and role playing to demonstrate the actual process from submission of the list of demands to the signing of a collective agreement
6. Informing the members
 - Processes and methods for providing information for the members regarding the contents of the new agreement
7. Implementation of the agreement
 - Role of national union
 - Role of local unions
 - Role of shop stewards, etc.

Questionnaire concerning information about the participants in the seminars

Questions

1. Is the participant still an active member of the same organisation/company that he/she represented at the seminar? If yes put an "X" in column 1 and go on to question 3. If no leave column 1 empty and go on to question 2.
2. Has the participant left his/her organisation/company in order to work for another trade union organisation, for another company or for the government? If affirmative put in column 2 an "a" for trade union, a "b" for another company or a "c" for the government. Go on to question 3.
3. Is the participant still active as an industrial relations practitioner? If yes put an "X" in column 3, if no leave column 3 empty.
4. Has, to your knowledge, the participant undergone any further training on industrial relations' issues since the time of the seminar? If yes put an "X" in column 4, if no leave column 4 empty.

Appendix 6

Information about the seminar participants

1. Table concerning information about trade union seminar participants in Tanzania and Sierra Leone

<u>Question No.</u>	<u>Tanzania No. of persons</u>	<u>Sierra Leone No. of persons</u>
1	25	21
2	7*	1*
3	25	22
4	2	4
Tot. no. of participants	33	24
	(1 did not answer)	(2 did not answer)

* of which 3 left for a company,
1 for the government and 3 had
retired.

* left for a company

2. Table concerning information about employers' seminar participants in Kenya, Zambia and Sierra Leone.

<u>Question No.</u>	<u>Kenya</u>		<u>Zambia</u>	<u>Sierra Leone</u>
	<u>No. of persons</u>	<u>No. of persons</u>	<u>No. of persons</u>	<u>No. of persons</u>
1	24	24	16	15
2	5	-	3	4
3	27	24	18	17
4	7	6	8	2
Tot. no. of participants	30	26	28	23

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by
Alan Read and Christer Eriksson

LABOUR RELATIONS IN AFRICA

During 1980–84 SIDA, with ILO as implementing agency, financed a project for the development of sound industrial relations practices in ten English-speaking countries in Africa.

The project, though it did not succeed in increasing the involvement of workers' and employers' organisations in promoting socio-economic development, may nevertheless have had positive effects on industrial relations in some of the countries. ILO's role seems to have been crucial in bringing the parties involved together.

These are the main findings of this evaluation report written by Allan Read from Sweden's National Labour Market Board and Christer Eriksson from The Ministry of Labour.

Each year about 30 of SIDA's over 200 projects are evaluated. Most of these evaluations are published in the Evaluation Series. Copies of the reports can be ordered from SIDA, S-105 25 Stockholm, Sweden.

