

L.W.

Education Division Documents No.10

**EVALUATION OF THE ACTIVITIES  
OF THE SOUTHERN AFRICAN  
TEAM FOR EMPLOYMENT  
PROMOTION (SATEP)**

**Bo Karlström  
Allan Read**



**March 1983**

EVALUATION OF THE ACTIVITIES OF THE SOUTHERN  
AFRICAN TEAM FOR EMPLOYMENT PROMOTION (SAT/EP)

Bo Karlström  
Allan Read

## TABLE OF CONTENTS

		Page
	SUMMARY	1
1	SHORT DESCRIPTION OF SATEP	2
1.1	Background	2
1.2	The Objectives of the Project	2
1.3	SATEP's programme of work	3
1.4	Methods of work and geographical distribution of SATEP's services	3
2	THE PURPOSE OF THE EVALUATION	3
3	TERMS OF REFERENCE AND METHODOLOGY OF THE EVALUATION STUDY	4
3.1	Terms of reference	4
3.2	Methodology	4
4	SURVEY OF SATEP'S ACTIVITIES	5
4.1	Introduction	5
4.2	General Employment and Poverty Alleviation	5
4.3	Rural Employment Policies and Development	6
4.4	Migrant Labour and Alternative Employment Opportunities	7
4.5	Labour Intensive Public Works	7
4.6	Development of Human Resources and Manpower Planning	7
4.7	Some summing-up remarks on SATEP's areas of work	8
5	SATEP'S METHODS OF OPERATION	8
5.1	SATEP's "marketing" of its services	8
5.2	Requests for SATEP's services	9
5.3	SATEP's contacts with regional organisations	9
5.4	Links between SATEP and Bilateral or UNDP Programmes	9
5.5	Methods of dissemination of research results	9
6	THE IMPACT OF SATEP'S WORK	10
6.1	Awareness of the need to generate more employment	10
6.2	The use of SATEP's studies and recommendations in National Planning	10
6.3	Contribution to the building up of indigenous capacity	10
6.4	Promotion of regional cooperation	10
7	CONCLUSIONS	11
7.1	The relevance of SATEP's work in relation to its goals	11
7.2	The efficiency of SATEP's methods of operation	12
7.3	The quality of SATEP's work	13
7.4	The need for continued support to SATEP	13
8	RECOMMENDATIONS	14
APPENDICES	Appendix 1: Terms of reference for a study of SATEP's activities	
	" 2: Persons contacted by the evaluation mission	
	" 3: Reports, project documents, working papers and background papers published before December 1982	

## SUMMARY

The short period of time that SATEP has been in full operation makes it impossible to make a comprehensive appraisal of its effects in relation to its long-term and immediate objectives. It has therefore been necessary to limit this evaluation to a description of SATEP's areas and methods of work and to an assessment of the relevance, quality and likely impact of its work.

SATEP has carried out a number of different activities in various fields. The most important areas of study have been "general employment and poverty alleviation" and "migrant labour and alternative employment opportunities". To a lesser extent SATEP has also been involved in studies concerning "rural employment policies and development", "labour intensive public works programmes" and "development of human resources and manpower planning". Operationally SATEP's activities have included investigative studies, advisory services and technical assistance.

The activities are in accord with the objectives laid down for SATEP. However, it would be desirable if somewhat more emphasis was put on rural employment and on assistance to the countries most heavily dependent on the Republic of South Africa (i.e. Botswana, Lesotho and Swaziland).

All major studies carried out by SATEP are made in response to requests from governments, liberation movements or regional organisations. Local consultants are normally involved in the execution of the studies and there is also close cooperation with local officials and policymakers. The finished reports are disseminated to all governments and liberation movements covered by SATEP's activities. In this way SATEP has, at the same time, helped to reduce the dependence on consultants from outside the region and contributed to the building up of indigenous capacity on the research side as well as on the planning/administration side.

The quality of the studies published by SATEP has been remarkably high considering that the team has been fully operational for less than two years. Judging from the reception of the studies completed so far it also appears that SATEP's work has had a certain impact on national planning.

SATEP has provided the recipient governments with useful services in a number of ways and there is also a growing demand for its assistance. It is therefore important that SATEP should be enabled to continue its operations.

In view of the general criteria for SIDA's support to special programmes, which lay great emphasis on the innovative and experimental character of the programmes, it is the view of the evaluation team that SIDA's continued support to SATEP should be limited to a period of three years beyond 1983.

There is no need to increase the staff of SATEP since a more selective sifting of the requests for SATEP's services appears to be more important for the effectiveness of SATEP's work than the hiring of one or two more specialists. There is, however, a strong case for increasing the number of associate experts from two to three in order to improve the geographical coverage of SATEP's services.

## 1 SHORT DESCRIPTION OF SATEP

1.1 Background

In 1978 the ILO submitted to SIDA a project proposal concerning the establishment of an employment and basic needs planning team to provide technical advisory and consultancy services to governments and liberation movements in the Southern African Region. Following a feasibility study of the project carried out in October 1978 by a joint SIDA/ILO mission, SIDA decided in April 1979 to support the project. In October 1979 SIDA and ILO entered into an agreement to support "the Southern African Team for Employment Promotion" (SATEP). SATEP's office was set up in Lusaka, Zambia, in June 1980. When fully operational the team was to consist of one Chief Technical Adviser, three experts, three associate experts and administrative staff.

SIDA's contribution to the project amounted to SEK 6 400 000 for the three fiscal years 1979/80 - 1981/82.

Since the team did not become fully operational until April 1981 the payments to the project were postponed and the agreement period was consequently prolonged by one year, i.e. up to fiscal year 1982/83.

In November 1982 following a request from ILO, SIDA decided to extend its support to the project up to the end of 1983 and granted an additional contribution amounting to SEK 5 700 000. The total cost for the project thus amounts to SEK 12 100 000. The reason for SIDA's decision on an additional contribution was that the agreement period was near its end and SIDA wished, without disrupting the project, to evaluate its impact with a view to decide on a continuation of its support.

1.2 The Objectives of the Project

The objectives of SATEP are the following:

## a) Long Term Objectives

To strengthen the independence of African states in the region by assisting governments and liberation movements in examining employment and development strategy options which lead to a rapid growth of indigenous employment and elimination of poverty.

## b) Immediate Objectives

To assist the liberation movements of Namibia and Zimbabwe in gathering and analysing data concerning the economic and social structure of their countries, and to advise the movements in designing strategies for promoting employment, satisfying the basic needs of the poor, eliminating the effects of discrimination and mobilising the human and financial resources required for implementing such strategies.

To assist the governments of Botswana, Lesotho, Swaziland and Zambia in developing their programmes for promoting productive employment and in suggesting how these and other programmes can be better geared to the basic needs of the poor.

The objectives of SATEP as outlined above are related to the four general goals for Sweden's foreign aid. Particularly as regards the goal to promote economic and political independence but indirectly, SATEP's activities may also contribute to economic growth and economic and social equality since these two goals are easier to achieve if there is an increase in employment and a reduction in unemployment. There is no obvious connection, however, between SATEP's objectives and the Swedish goal to promote democratic development.

### 1.3 SATEP's programme of work

In March 1981 SATEP held an advisory meeting with representatives of the governments and liberation movements in the region and a programme of work was elaborated.

The areas identified for SATEP's future work were the following:

- General Employment and Poverty Alleviation Policies
- Rural Employment Policies and Development
- Migrant Labour and Alternative Employment Opportunities
- Labour Intensive Public Works Schemes and Employment Promotion
- Development of Human Resources and Manpower Planning.

### 1.4 Methods of work and geographical distribution of SATEP's services

SATEP shall provide Botswana, Lesotho, Swaziland, Zambia, Zimbabwe and the liberation movements SWAPO, ANC and PAC with planning expertise in the form of investigative studies, advisory services and technical assistance.

After consultations with SIDA it has also been decided that SATEP should cooperate with the Southern African Development Coordination Conference (SADCC) and with the Southern African Labour Commission (SALC). Consequently SATEP operates on the individual country level and on the sub-regional level.

SATEP's services are based on requests from governments, liberation movements and sub-regional organisations. But SATEP can also on its own initiative propose studies, advisory services and technical assistance in the formulation of projects.

## 2 THE PURPOSE OF THE EVALUATION

The purpose of this evaluation is to assess the relevance and the impact of SATEP's work in relation to its objectives and to examine the need for a possible reorganisation of its activities.

The evaluation shall provide a basis for SIDA's decision to continue or terminate its support to the project after the expiry of the present agreement in December 1983.

The timing of the evaluation of SATEP relates to two facts.

- a) SIDA's decision with regard to the project based on the evaluation must be made well before the present agreement expires, in order to give the ILG a reasonable time to plan for SATEP's future.
- b) SATEP has been fully operational since April 1981, i.e. for one and a half years, a period too short for a final appraisal of its effects but long enough to make a first assessment of how SATEP has established itself, its areas of work and its methods of operation.

### 3 TERMS OF REFERENCE AND METHODOLOGY OF THE EVALUATION STUDY

#### 3.1 Terms of reference

The evaluation has been carried out by a group consisting of Mr Bo Karlström, Head of SIDA's Research Division, and Mr Allan Read, Swedish Labour Market Board. Liselott Laurin, Programme Officer of SIDA's Education Division, was attached to the group.

././ According to the terms of reference (appendix I) the evaluation comprises:

- a survey of the advisory services carried out by SATEP and an assessment of the relevance of SATEP's activities in relation to the objectives of the project
- a study of how and to what extent the recipient countries and liberation movements make use of SATEP's capacity in their national development planning
- a study of the effectiveness of SATEP
- an investigation of possible internal deficiencies and/or external obstacles with regard to SATEP's possibilities to achieve its objectives
- recommendations regarding the need for and possible organisation and financing of the type of activities carried out by SATEP.

#### 3.2 Methodology

The short period of time that SATEP has been in full operation makes it impossible to make a comprehensive appraisal of its effects in relation to its long-term and immediate objectives. Furthermore it is difficult, in this kind of project, to establish objectively verifiable indicators of

success. It has therefore been necessary to limit this evaluation to a description of SATEP's areas and methods of work and to assess the relevance, quality and likely impact of its activities. The method used to obtain the necessary data and information has been to study reports and other papers published by SATEP and to discuss with, and interview, policy-makers, administrators and researchers in the countries concerned. Contacts have also been taken with representatives from UNDP and SIDA's Development Cooperation Offices. (Appendix 2) In the discussions with the recipients of SATEP's services, particular emphasis had been put on the operational significance of SATEP's work, i.e. to what extent it has led to or is likely to lead to practical policy actions.

#### 4 SURVEY OF SATEP'S ACTIVITIES\*

##### 4.1 Introduction

In order to achieve its goals, as described in Chapter 1 above, SATEP has carried out a number of different activities in various fields. The areas covered by these activities include general employment and poverty alleviation policies as well as sectoral policies focussing on the themes of rural development, migrant labour problems, labour-intensive employment generating schemes and development of human resources. Operationally SATEP's activities have included investigative studies, advisory services and technical assistance.

The following inventory of SATEP's activities concentrates on activities that have been commissioned by governments, liberation movements or regional organisations in Southern Africa and that were completed or near to completion at the time of the evaluation mission's visit to the region (i.e. November/December 1982). This does not mean that the mission is unaware of the fact that SATEP, particularly during the initial stages of its existence, had to devote a substantial part of its resources to other activities such as planning and preparation of studies, administration, establishing contacts with officials, researchers etc, familiarising itself with the problems of the countries concerned and participating in various conferences and seminars. However, it is via commissioned work that SATEP will be able to give effective assistance in the field of employment promotion.

##### 4.2 General Employment and Poverty Alleviation

In this area SATEP's activities so far have concentrated on national employment and development policies and on wages, prices and income distribution. The first of these programmes

---

\* This chapter is based on the report "Review of SATEP's activities 1980-82" (Lusaka, November, 1982) and on the evaluation mission's own findings during its visits to the countries covered by SATEP.



aim at advising governments on how best they can modify, re-orient and restructure existing development policies and programmes so as to make them more relevant to employment and basic needs development objectives. A paper on "Prospects for Development and Employment in Zambia" has been prepared and presented to the technical sub-committee of the Zambian Social Security Schemes Commission. This sub-committee, of which SATEP is a member, was constituted at SATEP's initiative to help the commission in the study of the questions of development and employment.

In Lesotho the Ministry of Planning, Employment and Economic Affairs has requested SATEP's assistance to organise a seminar for Permanent Secretaries and other key personnel to discuss the prospects for development and employment in Lesotho. The seminar will be based on the JASPA report "Options for a Dependent Economy" of 1979. Additional papers will be prepared by staff of relevant ministries, Lesotho University, SATEP and JASPA. One of the purposes of this seminar, which will take place in April 1983, is to provide the government of Lesotho with such information that it can decide on the recommendations put forward by JASPA in 1979.

As regards wages, prices and income distribution, SATEP's objective is to provide advisory services to governments on the formulation and implementation of incomes and prices policies within the overall framework of national development planning. Three studies have been carried out, two in Swaziland and one in Botswana, all at the requests of the respective governments. The studies were made by external consultants assisted by a member of the SATEP team. The consultants were selected and financed by SATEP.

The area of general employment and poverty alleviation also includes a third programme, "Trade policies and employment promotion". So far no projects have been carried out under this programme but a paper on "Trade Policies and their implications on the Informal Sector in Zambia - some issues" has been prepared and presented to a seminar held on the informal sector in Zambia.

#### 4.3 Rural Employment Policies and Development

Most work in this area has been of an investigative nature involving few if any contacts with the governments of the region. Two more specific investigative studies have been undertaken. The first, "Women's participation in the Rural Labour Force in Zimbabwe", was written by a lecturer at the University of Zimbabwe assisted by a few undergraduate students. The second which is not yet completed is an assessment of previous rural development policies in Botswana and carried out by the Head of the Economics Department at the University of Botswana.

#### 4.4 Migrant Labour and Alternative Employment Opportunities

SATEP's activities in this sector aim at influencing industrial strategies and policies to generate more employment and to facilitate the re-employment of migrant workers in their home countries. In accordance with requests from governments, a number of investigative studies on small scale and informal sector activities have been started or completed. Most important of these is the study on "The Urban Informal Sector in Zambia - A Programme for Action" which was submitted to the government of Zambia in May 1982. This study was based on a number of background papers commissioned by the Ministry of Labour and Social Services and carried out by SATEP with the assistance of local researchers. This report also gave recommendations on future policies as well as on areas for further investigation.

A similar study for Lesotho is conducted in collaboration with a local researcher. Studies on the informal sector have also been commissioned by the governments of Botswana and Zimbabwe. These studies are being funded by USAID and UNDP respectively and are due to start shortly.

SATEP has also prepared a project document entitled "A Study of the Skill Profiles of Migrant Workers to the Republic of South Africa, Their Retraining and Redeployment Needs" which has been submitted to SADC and adopted. This project has as yet not been funded although DANIDA has shown some interest.

#### 4.5 Labour Intensive Public Works

This programme aims at an immediate increase in employment before the efforts to increase labour absorption in agriculture, small and large scale industry, mining, informal sector, etc bear fruit.

SATEP, in collaboration with ILO/SIDA, has prepared a Pilot Labour Intensive Rural Works Programme which has been accepted by the Zambian Government and presented to the Fourth Joint Meeting of the donors. However the Zambian Government was unable to attend the meeting and funding of the programme has not yet been arranged.

SATEP has also taken up the question of labour intensive public works programmes with other governments of the sub-region but these talks have not as yet resulted in any project proposals.

#### 4.6 Development of Human Resources and Manpower Planning

The aim of SATEP's activities in this sector is not only to increase the employment opportunities of individuals and to promote employment in general but also to strengthen the independence of the countries of the region by consolidating their control over their natural and economic resources and reducing their dependence on expatriate labour.

At the request of SADC SATEP has made an assessment of the Employment and Manpower Information Systems in the SADC countries. The work consists of a review of the data collection system of employment and manpower information in each of the member countries of SADC, evaluation of the methodology used in each case and identification of ways in which the present data can best yield an indication of overall regional manpower demand. The study has been carried out by two consultants from the region and the final report will soon be submitted to the SADC Regional Manpower Training Council.

SATEP has also reached an agreement with SWAPO and ANC to provide training for one member from each organisation.

Negotiations are going on between SATEP and the SADC regional manpower council for a study of the supply of and demand for qualified manpower in the mining industries of SADC member countries.

4.7

#### Some summing-up remarks on SATEP's areas of work

It is worth noticing that all governments have shown a great interest in informal sector studies and that such studies have been or are being carried out in four countries.

There appears to be a keen interest in using SATEP's services in questions relating to prices and incomes policies.

On the regional level, interest is focussed on migration and on the mining and mineral sectors.

Remarkably few requests for SATEP's services have been made in such areas as rural development and labour intensive public works in spite of the fact that at least the first of these two areas play a central role in development planning in all countries in the region.

SATEP's assistance to the liberation movements (SWAPO, ANC and PAC) has been rather limited. The main reason for this appears to be that there is as yet very limited scope for developing employment promoting strategies for Namibia and South Africa.

5

### SATEP'S METHODS OF OPERATION

5.1

#### SATEP's "marketing" of its services

SATEP has actively contacted representatives of governments, liberation movements and regional organisations in Southern Africa in order to make itself known, establish working contacts and offer its services. An important part of this "marketing" has been to present the relevant ministries with project ideas that SATEP could help to execute. Other methods include participation in meetings, presentation of papers on particular subjects, organisation of seminars etc.

## 5.2 Requests for SATEP's services

All major studies carried out by SATEP are made at the requests of governments, liberation movements or regional organisations. These requests in their turn will either originate from ideas put forward by SATEP itself or from initiatives originally taken by the governments. It is rather difficult to ascertain whether a specific request originates from SATEP or from the government since all studies actually carried out by SATEP are given a high priority by both SATEP and the requesting government. Otherwise the government would not have commissioned the study or SATEP would have tried to use its resources in some other way. The general impression, however, is that SATEP so far has been able to considerably influence the demand for its services.

## 5.3 SATEP's contacts with regional organisations

SATEP attends and participates actively in the meetings of SADC and has also attended some of the meetings of SADC. As far as SADC is concerned SATEP has more or less become its technical secretariat and some of the SADC member countries are inclined to formalise this role. Both SADC and SADC are rather new organisations and most of their work aims at finding methods for analysing common problems (such as migration), learning from the experiences of other countries in the region, co-ordinating policies in various fields and at formulating and designing policies and projects on transportation and communication, manufacturing, agriculture, energy and manpower planning in the subregion. Hence SATEP's assistance to these organisations has been and is likely to continue to be of an investigative nature.

## 5.4 Links between SATEP and Bilateral or UNDP Programmes

SATEP has few working contacts with the UNDP or with bilateral aid organisations such as SIDA, DANIDA, USAID etc. The cooperation that has taken place has generally been related to specific projects and more specifically to the funding of these projects. The informal sector study in Zimbabwe is financed by the UNDP, that in Botswana by USAID and DANIDA has shown some interest in funding the Skill Profiles Study.

## 5.5 Methods of dissemination of research results

SATEP distributes its reports and working papers to all governments and liberation movements covered by its activities and also to other interested parties. Normally the commissioning government is kept informed about the progress of the work and possible findings. In a number of cases seminars have been arranged in order to reach more people. In the case of the informal sector study in Zambia the findings and recommendations of SATEP were also extensively covered by the mass media.

## 6 THE IMPACT OF SATEP'S WORK

6.1 Awareness of the need to generate more employment

The governments of Southern Africa are well aware of the serious problem of unemployment and underemployment which face their nations. There are, however, few if any institutions or programmes designed to deal with these problems. The efforts that are made to cope with the situation are often of marginal importance and badly coordinated. By focussing attention on the need to increase employment and putting forward ideas on how this could be done, SATEP has contributed to the creation of a more constructive and policy-oriented awareness of these problems. The need for concerted action on different fronts is generally recognised and SATEP's role as a catalyst for ideas and research concerning employment issues is highly appreciated by the governments concerned. One indicator of SATEP's relative success in this area is the large number of requests for its services in the field of employment promotion that it receives from the different governments.

6.2 The use of SATEP's studies and recommendations in National Planning

So far four major studies have been completed and submitted to the government concerned and four others are due to be published very shortly. Three of the studies already completed deal with wages, prices and income distribution. They were made at the request of the governments of Swaziland and Botswana and are being used by these governments as a basis for making decisions on future policies in this field. In all cases the study reports have been well received and highly appreciated. As to the fourth completed study - on the informal sector in Zambia - decisions based on this study have not yet been made but the conclusions and general recommendations of the report are being studied and some work has commenced in line with the proposals made by SATEP.

6.3 Contribution to the building up of indigenous capacity

Local researchers and/or local administrators and policy-makers have participated in one way or the other in all studies carried out by SATEP. In general it appears that SATEP has performed a very important intermediary role by linking policy-makers and local researchers together. Thereby SATEP has, at the same time, helped to reduce the dependence on consultants from outside the region and contributed to the building up of indigenous capacity on the research side as well as on the planning/administration side. This may also have helped to gear research activities in general more towards national development and employment issues.

6.4 Promotion of regional cooperation

SATEP has played a very important role in SADC and has contributed to the emphasis which SADC now puts on employment generation and on the need to strengthen the ministries of labour in the region. There is little doubt that the standing and effectiveness of SADC has gained greatly from the assistance it has received from SATEP.

## 7 CONCLUSIONS

7.1 the relevance of SATEP's work in relation to its goals

It seems clear that SATEP has worked in accordance with its general objectives (as outlined in chapter 1.2) and, judging from the reception of the studies completed so far, it also appears that its work is having an impact on policy discussions.

SATEP's most important immediate objective is to assist the governments of the region in developing programmes that are likely to lead to a substantial growth in productive employment. The major part of this growth in employment will probably have to be generated in the rural areas and particularly in agricultural production or in other activities linked to agriculture. One particularly important policy to reduce unemployment and underemployment would therefore be to make small scale farming more profitable by means of a restructuring of agricultural prices and other measures. Given the tremendous importance of the rural sector in total employment in Southern Africa it seems nevertheless that SATEP ought to put more effort into the promotion of employment in this sector (farming as well as non-farming activities). An intensification of SATEP's activities in the field of rural development also appears to be in line with the competence of the SATEP team, its knowledge of the region and its working methods. More work in this field may however necessitate a lowering of priorities in other fields, for instance that of incomes policies.

However, there are limitations to what SATEP can do since general economic policy issues such as pricing and exchange policies do not normally fall within the purview of SATEP's activities which should be concentrated in areas where there is a reasonable probability for a policy change or for the development of an employment generating programme. It must therefore be recognized that SATEP's activities are unlikely to play more than a marginal role in relation to the massive employment problems in the region.

SATEP has been more active in some countries than in others due to the differences in needs and attitudes between the different countries and also due to the geographical distances between countries. As a consequence of this there has been a certain predominance of studies concerning Zambia in SATEP's output. It appears however that this predominance is now diminishing. In view of SATEP's long term objective to strengthen the independence of African states in the region the need for its services is probably greatest in Botswana, Lesotho and Swaziland (the BLS-countries) since these countries are most heavily dependent on the economy of the Republic of South Africa and have comparatively little research capacity of their own. An increased SATEP involvement in these countries therefore seems justified.

Most studies so far carried out or started by SATEP concern national projects in spite of the fact that SATEP is a regional set up. This apparent anomaly appears not to have given rise to any objections in the countries covered by SATEP although some officials expressed the view that SATEP should

contribute more to regional organisations like SAKI and SACC. A generally held opinion is that the regional role of SATEP should manifest itself primarily in the selection of areas of study, in the establishment of working methods and in the dissemination of research findings but the actual implementation of the projects and the solutions to the employment problems must be national rather than regional. Judged from this view point SATEP's present organisation and working methods appear to be in line with the demand for its services.

#### The efficiency of SATEP's methods of operation

The small size of SATEP and the large scope and area covered by its activities has, by necessity, meant that the team needed some time to establish and consolidate itself. This has been achieved rather quickly and effectively and SATEP has established good working relations with the governments served by its activities. Hence the efficiency of SATEP as regards its capacity to provide services to governments and liberation movements has increased.

All SATEP's studies have been approved of by the governments concerned and the governments have also been able to influence the terms of reference of the studies. During the execution of studies SATEP normally works together with local consultants though in a few cases the local consultant has carried out the study more or less on his/her own. With a few exceptions the consultants are satisfied with the supervision and help they get from SATEP and they also feel that SATEP has provided them with an opportunity to carry out interesting and rewarding work. In some cases SATEP has also initiated seminars, technical subcommittees, workshops, etc involving policy-makers and administrators in the research process. The working methods of SATEP appear to have great advantages as compared to "traditional" consultancies where the requests of the governments are carried out in the shortest possible time by the best available (normally external) consultant. The active participation of the governments concerned greatly enhances the chances that the proposals put forward as a result of the studies will be relevant to the governments's own development priorities and also that they will be well received and acted upon. The experience from the two major studies in Zambia ("the Urban Informal Sector in Zambia" and "Prospects for Development and Employment in Zambia") illustrates this point.

Theoretically one could argue that the initiatives and studies now undertaken by SATEP could equally well be performed unilaterally at the initiative of the individual countries. The discussions held in the countries concerned indicated that even though, in some countries, sufficient domestic resources might be available for employment and manpower studies, SATEP's freedom from political and administrative considerations gave the team a useful independent platform which could often inject fresh thinking into the policy process. These views were not unanimous but they reflect the majority of those concerned.

### 7.3 The quality of SATEP's work

The quality of the studies published by SATEP has been remarkably high considering that the team has been fully operational for less than two years. The studies cover a wide selection of topics. During the last year demand for SATEP's services has increased significantly together with a simultaneous increase in SATEP's own competence and knowledge of the region. This provides an opportunity for SATEP to improve the quality and efficiency of its work by concentrating its services in order to put more emphasis on employment issues and particularly on studies that are likely to lead to policy changes or programme development relevant to the creation of further employment opportunities.

The close cooperation between SATEP and the governments of the region and the need for government approval of all major activities carried out by SATEP could be a limiting factor to SATEP's freedom of action and selection of topics. This makes it very important for SATEP to continue to market its services in such a way that the pressure of demand from the governments is brought in line with the over-all objectives of SATEP.

### 7.4 The need for continued support to SATEP

SATEP cooperates closely with the governments concerned by its work and makes extensive use of local researchers and consultants. This work strategy has proved to be very efficient and should be continued and used in all SATEP-studies. It must be understood, however, that the work strategy of SATEP is a medium term strategy, which is likely to bear fruit only after some years since it takes a considerable time for the programmes to reach the implementation stage. It is not likely, for example, that the studies which are due to be started early in 1983 can generate any significant employment effects before the end of that year when SATEP's present contract expires. A continuation of SATEP beyond 1983 is therefore necessary if the countries covered by SATEP are to benefit fully from its activities. On the other hand it should be recognized that SATEP's role as an intermediary between governments and local researchers should become less important over time as better contacts are established and indigenous capacities increased. There are hence strong arguments against making SATEP into a permanent institution. If that would happen there is a risk that SATEP would take over activities which should normally be carried out and funded by the governments themselves.

Given that many of SATEP's projects are likely to have a time cycle of over two years between conception and implementation, that SATEP itself needs to be able to plan for a reasonable period ahead and that the decision concerning a prolongation of SATEP is unlikely to be reached before mid 1983 it appears that the optimum period of prolongation of SIDA's support to SATEP would be about three years beyond 1983 (i.e. until the end of 1986).



Even if SATEP is to continue on a permanent basis, e.g. with some connection to SAKCC or S.A.C., the evaluation team recommends that SIDA does not continue its support beyond the end of 1986. A prolongation of SIDA's support for a limited number of years could also help to move the focus of SATEP's activities away from investigations and analyses towards the implementation and funding of concrete projects.

The size of the SATEP team is very small in relation to the need for its services and the complexity of the employment problems in the region. However, it seems that the efficiency of SATEP would benefit more from a more selective sifting of the request for its services than from the hiring of one or two more specialists for the SATEP team. There seems, however, to be a strong case for increasing the number of associate experts to three so that the original number of associate experts is reestablished. The main argument for taking on one more associate expert is the difficulties SATEP has in covering a large geographical area with a limited number of staff. It is particularly important for SATEP to increase its involvement in the BLS-countries and one way of doing this could be to station or otherwise specialize one associate expert in these countries. Also, a reorientation of its activities towards more work on rural employment (perhaps at the expense of some work on income and price policies) might justify an additional associate expert, this additional member of the team should then ideally be an economist specialized on rural employment problems.

SATEP is now entirely financed by SIDA and according to the ILO, there are no indications that other donors are interested to share in the financing. It is assumed however, that the ILO continues its efforts to find other contributors to the financing of SATEP. There is a possibility that the ILO itself will contribute \$ 200 000 for the two year period 1984-1985. Such a request will be made in ILO's biannual budget proposal which will be decided upon in June 1983.

## 8. RECOMMENDATIONS

In view of its findings the evaluation mission proposes that

- SIDA's support to SATEP should be continued until the end of 1986 but not beyond that date
- The SATEP team should consist of one chief technical adviser, three experts and three associate experts plus administrative staff
- SATEP should devote more of its resources to the promotion of employment in the rural sector (farming and non-farming activities alike)
- SATEP should intensify its assistance to the BLS-countries
- SATEP should restrict its services to governments and regional organisations to activities that are likely to be of direct importance for the generation of productive employment within a foreseeable future

- SATEP's assistance to the liberation movements should mainly be confined to attaching trainees from these organisations to SATEP with the purpose of giving them theoretical and practical experience in national employment and development planning.

- the main responsibility for assistance to manpower development in the region should rest with the ILO and not with SATEP. SATEP's role in this context should not go beyond assessing the needs for manpower training.

6 September 1982

TERMS OF REFERENCE FOR A STUDY OF SATEP'S ACTIVITIES

1 INTRODUCTION

SIDA has since 1978/79 given support through ILD to the Southern African Team for Employment Promotion (SATEP) in Lusaka. The Swedish support amounting to SKK 6 400 000 covers a period of four years. The project became fully operational in the beginning of 1980.

The objectives of the project are the following:

a) Long-term objective

To strengthen the independence of African states in the region by assisting governments and liberation movements in examining employment and development strategy options which lead to a rapid growth of indigenous employment and elimination of poverty.

b) Immediate objectives

- to assist the liberation movements of Namibia and Zimbabwe in gathering and analysing data concerning the economic and social structure of their countries, and to advise the movements in designing strategies for promoting employment, satisfying the basic needs of the poor, eliminating the effects of discrimination and mobilising the human and financial resources required for implementing such strategies.
- to assist the governments of Botswana, Lesotho, Swaziland and Zambia in developing their programmes for promoting productive employment and in suggesting how these and other programmes can be better geared to the basic needs of the poor.

The team provides the governments and the liberation movements (at present SWAPO, ANC and PAC) in the region with expertise and advisory services within the following areas:

- employment and development planning
- manpower assessment and planning and training planning
- emergency employment schemes
- problems caused by migration.

The team consists of four experts, one for each area, four associate experts and administrative staff.

## 2 PURPOSE OF THE STUDY

The purpose of the study is to

- assess the relevance of SATEP's work programme in the light of the objectives stated above
- evaluate the organisation and structure of SATEP and its effectiveness in executing its work
- give recommendations regarding the need and possible organisation of the type of activities presently carried out by SATEP.

## 3 DUTIES

Through study of relevant documents, discussions with authorities concerned in some of the participating countries and with SATEP the mission shall:

- make a survey of the advisory services carried out by SATEP and assess the relevance of SATEP's activities in relation to the objectives of the project
- study to which extent the recipient countries and liberation movements make use of SATEP's capacity in their national development planning. In this context the following aspects could be considered:
  - a) The recipient governments' opinion and knowledge of SATEP's advisory services with regard to need, quality and standard
  - b) Have any of SATEP's studies been used in national development plans?
  - c) Have any operational programmes started in the countries as a result of SATEP's research/advisory services?
  - d) Has SATEP contributed to the building-up of indigenous capacity?
  - e) Has as a result of SATEP's work any regional cooperation on migration problems been initiated?
- study the effectiveness of SATEP with special regard to the following:
  - a) SATEP's organisation and methodology
  - b) Methods for dissemination of research results and studies
  - c) Standard and quality of studies and research work.
- investigate possible internal deficiencies and/or external obstacles with regard to SATEP's possibilities to achieve the objectives

- give recommendations regarding the need and possible organisation of the type of activities carried out by SAIEP. The following aspects could be considered:
- Which other national or regional institutions deal with similar activities? Can SAIEP's activities be integrated in these institutions (JASPA, SAKCC, SAKC)?
  - Can financial support to SAIEP be expected from any other sources than SIDA e.g. recipient countries, ILO or other donor countries?

#### 4 IMPLEMENTATION

The study shall be carried out 8 November 1982 - 17 December 1982. Three weeks will be spent in Zambia, Botswana, Swaziland, Lesotho and Zimbabwe. The work shall be carried out through studies of available documentation and through discussions with SAIEP-representatives, the authorities concerned in the different countries and SIDA's Developing Countries Unit.

#### 5 COMPOSITION OF THE MISSION

The mission will consist of Mr Bo Karlström, Head of SIDA's Research Division, and Mr Alan Read, Head of Unit, Swedish Labour Market Board.

#### 6 REPORTING

The final version of the study should be presented to SIDA not later than December 17, 1982 in English in one copy in such a format that it can be used directly for printing.

## PERSONS CONTACTED BY THE EVALUATION MISSION

SATEP

Dr Ghariebella Hamid, CTA  
 Dr Iqbal Ahmed, expert  
 Mr George Ayres, expert  
 Mr G C Mathur, expert  
 Ms Ulla Gissou, associate expert

ILO

Mr Eissen Koro, Assistant Director General for Africa  
 Mr Jack Martin, Chief Employment and Development Department  
 Dr Frank Lisk, DMP/ECD  
 Mr Othieno, Director, ILO Lusaka

Zambia

Hon F S Kapanda, Minister of Labour and Social Services  
 Dr I Chivuno, Director General, National Commission for  
 Development Planning  
 Hon B Kabwe, Minister of Mines  
 Dr A Kanya, University of Zambia  
 Mr M Mulenga, Deputy Governor, Bank of Zambia  
 Mr R B Lukututi, Permanent Secretary, Ministry of Labour  
 and Social Services  
 Mr M K Chitanga, Labour Commissioner  
 Mrs B Ostberg, Head of DCO  
 Mr K B Bergman, Economist, DCO

Zimbabwe

Mr K Kangai, Minister of Labour and Social Services  
 Mr Mandara, Permanent Secretary, Ministry of Manpower  
 Planning  
 Dr Chitsika, Permanent Secretary, Ministry of Lands  
 Resettlement and Rural Development  
 Dr A Seidman, Professor of Economics, University of  
 Zimbabwe  
 Mr Noyo, Head, Department of Economics, University of  
 Zimbabwe  
 Mrs D N Macheru, Lecturer, Adult Education Centre,  
 University of Zimbabwe  
 Mr M Berrezoog, Resident Representative, UNDP  
 Mr D Ehrenpreis, Head of DCO

Botswana

Mrs K L Diale, Minister of Home Affairs  
 Mr J Kern, Advisor, Ministry of Local Government and  
 Lands

Mr J Peat, Adviser, Ministry of Finance and Development  
Planning  
Mr A Matlhaku, Ministry of Finance and Development  
Planning  
Mr Mookodi, Permanent Secretary, Ministry of Home Affairs  
Mr Vickers, Adviser, Ministry of Home Affairs  
Mr K K Motshidi, Labour Commissioner  
Mr Makgong, Deputy Labour Commissioner  
Professor Gomon, Head, Department of Economics, University  
of Botswana  
Mr P Olsen, Institute of Development Management  
Mr M Zaidi, Resident Representative, UNDP  
Mrs S Hermanson, Programme Officer, OCO

Lesotho

Mrs Moji, Deputy Director of Planning  
Mr A L Thoshlane, Labour Commissioner  
Dr K Appiah, Assistant Secretary, National Manpower  
Development Secretariat  
Dr B P Sefali, Head, Economics Department, University of  
Lesotho  
Dr F Baffoe, Institute of Labour Studies, University of  
Lesotho  
Dr M Sefali, Director, Institute of Southern African Studies,  
University of Lesotho  
Mr D Johnson  
Mr Wiberg, Resident Representative, UNDP  
Mr L Hognert, Programme Officer, UNDP

Swaziland

Mr V E Sikhondzo, Permanent Secretary, Economic Planning and  
Statistics  
Mr A Craemer, Adviser, Economic Planning and Statistics  
Mr H C H Beebe, Labour Commissioner  
Dr de Vletter, University of Swaziland

ANC

Mr Kay Moxsany, Head Finance Department

SWAPO

Mr P Muniro, Deputy Secretary for Labour

1983-03-14

REPORTS, PROJECT DOCUMENTS, WORKING PAPERS AND BACKGROUND PAPERS PUBLISHED BEFORE  
OCTOBER 1982

A	<u>Reports</u>	<u>Country/region</u>
	The urgent need to reduce the Employment Dependency of BLS Countries on the RSA position paper prepared for Botswana	Botswana
	Minimum wage fixing in Botswana	"
	Public services salaries and allowances	Swaziland
	A study on incomes, wages and price policy in Swaziland	"
	The urban informal sector in Zambia	Zambia
	The structure of the informal sector in Mongu	"
	Prospects for development and employment in Zambia	"
B	<u>Project documents</u>	
	Pilot project for special labour intensive rural Public Works Programmes in Zambia	"
	Project document for the National Manpower Survey	Zimbabwe
	A study of skillprofiles of migrant workers	SALC
C	<u>Working papers, background and discussion papers</u>	
	Towards an incomes policy for independent Namibia	Namibia
	Small scale industry in Tanzania	Tanzania
	Youth employment prospects in the informal sector	Zambia
	The sexual division labour in the urban informal sector	"
	Some characteristics of businessmen in the informal sector in Lusaka and Kitwe	"
	Factors affecting efficiency in the informal sector in Lusaka and Kitwe	"
	The structure of the manufacturing industry in Zambia and its implications for the development of the informal sector "	"



	<u>Country/region</u>
Trade policies and their impact on the informal sector in Zambia	Zambia
The legal framework within which the informal sector functions in Zambia	"
The urban informal sector: Some conceptual and policy issues.	"
Financial assistance to small scale industries in Zambia	"
Vocational training and employment	"
Government expenditures in Zambia 1970-1980	"
Prices, wages and incomes in Zambia	"
Womens participation in the rural labour force	Zimbabwe
Mining industry in Africa and the Lagos Plan of Action	ECA/ODESRIA
Some salient features of Southern African Economies	SATEP advisory meeting
Basic needs and income distribution in the Southern African countries	"
Rural Southern Africa - Problems and potentials	SATEP
0 <u>Reports published after December 1982</u>	
Informal sector study	Lesotho
Assessment of Employment and Manpower Information Systems (January 1983)	SADCC

The Education Division at SIDA initiates and implements a large number of studies regarding education and training, especially in SIDA's programme countries.

In order to make these studies more readily available, they will be published in a series called "Education Division Documents".

Included in this series:

No.1: "Education and Training in Sri Lanka" by O.Engquist,  
L.Jivén, K.Nyström

No.2: "Education and Training in Botswana 1974-80"  
by J.O.Agrell, I.Fägerlind, I.Gustafsson

No.3: "The Indian Non-Formal Education Programme"  
by O.Österling, J.Persson

No.4: "Education and Training in Bangladesh" by A.Gorham,  
J.I.Löfstedt

No.5: "Education in Guinea-Bissau 1978-81" by R.Carr-Hill,  
G.Rosengart

No.6: "Institutional Co-operation between The University of  
Zambia and The University of Luleå 1976-82" by K.Chitumbo,  
S.Ray

No.7: "Mobile Vocational Training Units" by K.Larsson

**No.8: "Technical and Vocational Teachers College  
Luanshya, Zambia" by O. Eklöf, M. de Beer  
J. Fleher and K. Ruuth-Bäcker**