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ECONOMIC COMMISSION FOR AFRICA

Fifth meeting of the Committee of Officials  
and fifth meeting of the Council of Ministers

Multinational Programming and Operational  
Centre for Eastern and Southern Africa  
(Lusaka MULPOC)

Meeting of the Committee of Officials,  
17-22 March 1982

Meeting of the Council of Ministers,  
23-25 March 1982

Lusaka, Republic of Zambia

PROGRESS REPORT ON THE MIGRATORY LABOUR PROJECT  
COVERING ACTIVITIES EXECUTED DURING 1981

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1. It will be recalled that at their meeting held in Gaborone, Botswana from 30 - 31 January, 1980, the Ministers of Labour of Botswana, Lesotho and Swaziland signed an agreement establishing the Southern Africa Labour Commission (SALC). At that meeting, the Ministers decided that the newly established Commission should endeavour to co-ordinate and harmonize policies and practices pertaining to migrant workers from the Supplier States to the Republic of South Africa. The Ministers further agreed that the Commission should meet regularly, at least twice a year, to consult on matters of mutual interest on problems of migratory labour in Southern Africa and have a common approach on modalities of solving these problems.
2. It was also suggested at that meeting that the Republic of Malawi and the Peoples' Republic of Mozambique be persuaded to accede and be parties to the Agreement establishing the Southern Africa Labour Commission. It was also agreed that the Economic Commission for Africa (ECA) would act as the interim Secretariat through its Lusaka-based MULPOC and would continue to render services until such time that SALC will have established its own secretariat.
3. At the time of establishing SALC in Gaborone in January, 1980 only three countries signed the Agreement. It was however, gratifying to note that four other member States in the sub-region namely: Malawi, Mozambique, Zambia and Zimbabwe attended the first meeting of the Commission.
4. The first meeting of the Commission which was held in Mbabane, the Kingdom of Swaziland from 7 to 10 October 1980 reiterated its intent to harmonize and have a common approach to the solution of the migratory labour problem (see annex I). The Commission further emphasized the need for mobilization of international financial and technical assistance so that the supplier States could restructure their economies and thereby reduce gradually their dependence on the Republic of South Africa.
5. It will also be recalled that at their first meeting, the enlarged Commission amended the agreement establishing the Southern Africa Labour Commission as signed by Botswana, Lesotho, Swaziland in Gaborone in January 1980, and directed that the amended agreement be circulated by the ECA interim secretariat to all potential members for their signature.
6. Pursuant to the above directive, the ECA as interim secretariat, visited Botswana, Lesotho, Swaziland, Mozambique, Malawi and Zimbabwe to have the agreement establishing SALC signed. By the second meeting of SALC which was held in Salisbury, Zimbabwe during May 1981, all the above countries had signed the agreement. This has enabled the Commission to work effectively towards their common approach to the solution of the migratory labour problem.
7. The second meeting of SALC was held in Salisbury, Zimbabwe in May 1981 and was preceded by a meeting of officials from Botswana, Lesotho, Swaziland, Zimbabwe, Mozambique, Malawi, Zambia, ILO (SATEP), ANC, PAC and SWAPO. The ECA continued to provide secretarial services to service the meetings. At that meeting, the Commission resolved and recommended the following:-
  - (a) On attestation and related levies including licensing and control of recruitment operations and procedures

attestation fees of R10. The Commission also recommended that further investigations on other levies and licensing fees should be carried out and concrete figures arrived at for the Commission's consideration at the third meeting;

- (b) On the repatriation of deceased migrants, the Commission agreed that a uniform system similar to the one being practised in Malawi whereby the mining companies are responsible for repatriation of deceased migrant workers and their property, should be negotiated and adopted by members of the Commission. Where the remains of the deceased cannot be repatriated, a minimum of R600 ex-gratia payment should be paid out to the relatives and dependants of the deceased. It was further agreed that the figure of R600.00 ex-gratia payment be minimum payable, depending on prevailing circumstances, and should be exclusive of expenses the mining companies have to pay for the repatriation of the property of the deceased;
- (c) When the Commission considered the progress achieved in updating, editing and publishing papers of the 1978 Lusaka Conference on Migratory Labour, they urged that the ECA take steps to ensure that the project is accomplished expeditiously;
- (d) The Commission also noted with satisfaction the initiatives so far taken by SATEP (ILO) in providing advisory services to the countries of SALC with regard to the migratory labour problem and gave full support to the future work programme of SATEP. They further requested that ILO/SATEP in collaboration with ECA Lusaka MULPOC carry out a survey of the skill profiles of migrant workers returning from the Republic of South Africa.

8. Pursuant to the request by the Commission at their second meeting, ILO/SATEP and ECA Lusaka MULPOC fielded a fact finding mission in the supplier States. The aim of the mission was to collect data and information to enable ILO/SATEP and ECA Lusaka MULPOC to prepare a project document on "A Study of skill profiles of migrant workers returning from the Republic of South Africa." This project document, it was felt, was necessary in order to solicit funds from potential donors for the study of the skill profiles of returning migrant workers and was presented to the Third Meeting of the Commission for their consideration and approval.

9. The Third Meeting of the Commission was held in Maseru, the Kingdom of Lesotho in November 1981, was as usual, preceded by a meeting of officials from Botswana, Lesotho, Swaziland, Zimbabwe, Malawi, Zambia, ILO, SATEP, ANC, PAC and SWAPO.

10. At that meeting the Commission adopted Resolution "SALC Resolution (III)" which is annexed to this report as annex II. The Commission also approved the project document entitled "A study of skill profiles of Migrant Workers to the Republic of South Africa", which document had been prepared by ILO/SATEP and ECA/MULPOC Lusaka. The project document as adopted by the Third Meeting of the Commission is attached to this document as annex III.

11. The main objectives to which the project addresses itself is to reduce the socio-economic dependence of the supplier states on the Republic of South Africa by facilitating the redeployment of returning migrant workers in their respective economies; and the immediate objective of the project is to establish comprehensive skill profiles of migrant workers in accordance with branch of occupational activity and specialization and determine the training and/or retraining needs of the returning migrant workers while developing appropriate training and alternative occupational development programmes with an effective occupational testing, vocational guidance and counselling machinery. The project is estimated to cost US \$400,000 and will last for a duration of one and half years starting August 1982. The current Chairman of SALC (Lesotho) in collaboration with ECA and ILO have been mandated to look into the question of the funding of the project and have already taken steps in this regard.

12. At its third meeting the Commission also considered the progress report submitted by SATEP (ILO) on the improvement of Workmen's Compensation. The Commission noted and commended the steps so far taken in the execution of this study.

13. The Commission also considered progress on the work programme of SATEP (ILO) for 1981 - 1985, and adopted the following recommendations:-

- (a) There is a need to strengthen the Departments or Ministries of Labour in various countries of the sub-region;
- (b) There is need to create a national machinery to advise on policies relating to employment creation and to co-ordinate the work of all Ministries in relation to employment generation. Such an organ should be provided with the service of adequate technical staff.

14. It should also be noted that members of the Commission have volunteered to study and re-analyse all the articles contained in the Resolution of the Charter of Rights for migrant workers in South Africa and submit reports to the Fourth Meeting of SALC which will be held in May 1982 in Gaborone, Botswana. An appropriate agenda for this meeting will be prepared by the Secretariat.

SALC I RESOLUTION 1

Planning for redeployment and training of withdrawn african migrant labour force; the recruitment, employment and living conditions of migrant labour in the Republic of South Africa, the overhauling of existing workmen's compensation arrangements; the review of legislation of National Provident Fund; the identification of specific development projects for the absorption of withdrawn migrant workers and the mobilization of international technical and financial support for projects implementation.

At the first meeting of the conference of Ministers of the Southern Africa Labour Commission held in Mbabane, Swaziland, 7 to 9 October 1980, the Commission:-

Having considered

- (i) the project document entitled "Planning for Redeployment and Training of Withdrawn African Migrant Labour Force" presented by ECA;
- (ii) the establishment of the Secretariat of the Southern Africa Labour Commission;
- (iii) the report on the International Labour Organization's Southern Africa Team for Employment Promotion (SATEP);
- (iv) the recruitment procedures, employment and living conditions of migrant labour in the Republic of South Africa;
- (v) the overhauling of existing workmen's compensation arrangements.

Having reviewed the legislation of National Provident fund, and  
Further considered

- (i) the identification of specific development projects for the absorption of withdrawn migrant labour; and
- (ii) the mobilization of international technical and financial support for projects implementation.

Agreed unanimously to adopt the project entitled "Planning for the Redeployment and Training of Withdrawn African Migrant Labour Force" for implementation.

Accented the idea of establishing a Secretariat for the Southern Africa Labour Commission.

Endorsed earlier resolutions that the present ECA/MULPOC, Lusaka Office, should, until further notice, continue to operate as the Secretariat to the Commission and undertake such activities for implementation of projects as may be requested by the Commission.

Called Upon member States of the Commission to adopt a uniform and common approach or strategy by supplier States on the issues of:-

- (a) attestation and related levies;
- (b) licensing and control of recruitment operations and procedures;
- (c) repatriation of deceased migrants;
- (d) improvement of existing workmen's compensation arrangements;
- (e) improvement of procedures of ensuring that returning migrant workers receive without undue delay all emoluments and entitlements due to them on completion of their contracts;
- (f) to review the legislation of national provident fund;
- (g) to have computerised records and programmes for improvements of the present system of administering the use of migrant labour until complete labour withdrawals; and

Further called upon the United Nations Economic Commission for Africa in collaboration with the International Labour Organization particularly Southern Africa Team for Employment Promotion(SATEP) and other international agencies and Funding organizations to mobilize resources (technical and financial) for:-

- (h) the implementation of the project "Planning for Redeployment and Training of withdrawn African Migrant Labour Force";
- (i) for further identification for specific development projects in member States for the absorption of withdrawn migrant workers; and
- (j) any other activities of the Commission.

The Commission further:

Recommended that in view of the great need to develop the human resources for successful economic development and for solving the unemployment problems in the sub-region and satisfy the basic needs of the population it is necessary to create separate Ministries for labour where these do not exist, and strengthen them so that they are able to cope with the increasing labour and manpower problems.

SALC III Resolution 1

Resolution on Consolation and Integration of SALC's Work Programme

with Regional Co-operation initiatives in Southern Africa

The Ministers of the Southern Africa Labour Commission at their Third meeting held in Maseru, on 30 November and 1st December, 1981:-

Recalling previous commitments made by members of the Commission to the objectives of restructuring their economies in order to enable them to absorb the labour returning from South Africa and also to reduce dependence on the economy of South Africa;

Noting that the Commission has adopted documents on "Planning for Redeployment and Training of withdrawn African migrant Labour Force" and on "A Study of Skill Profiles of Migrant Workers" which form the basis of the work programme of SALC;

Convinced that the urgent task of creating employment among SALC member States is a multidisciplinary undertaking which requires massive co-ordinated national and regional effort by Ministers responsible for development of agricultural, industrial and manpower resources of each Member State;

Fully aware of SADCC's objectives and that in pursuance of these a comprehensive regional co-operation programme has been established by member States designed to lessen dependence on South Africa and integrate more the economies of the member States among themselves;

Considering further that SADCC has created an internationally recognised machinery for project formulation and fund raising for implementation of projects in the sectoral development areas including Manpower Development, Food Security, Animal Disease Control, Transport and Communication, Industry and Soil Conservation and Land use; therefore:-

- (i) Urge all member States of the Commission to intensify national effort in formulation and implementation of development plans placing accent on the immediate task of employment creation through nationally coordinated machinery involving relevant organs of the public and private sectors;
- (ii) Affirm that the objectives of SALC are integral with those of SADCC in as much as as SALC is an intergovernmental body whose overall objective is to curb dependence on South Africa for employment of nationals from SALC member States;
- (iii) Request Swaziland, in her capacity as Co-ordinator of SADCC's Manpower Development Programme to prepare, drawing upon assistance of ILO/SATEP and Lusaka based ECA/MULPOC as necessary, SALC's work programme for presentation to the standing committee of officials and Council of Ministers of SADCC;

- (iv) Propose that SALC's work programme should be fully integrated with the work programme of SADCC with regard to implementation and fund raising;
- (v) Further request the Council of Ministers of SADCC to consider for recommendation to SADCC an appropriate modality for representation of SALC within the policy structures of SADCC and in this regard;
- (vi) Mandate the Chairman of the Commission to communicate this resolution to the Chairman of the Council of Ministers of SADCC and initiate the necessary consultations to facilitate the process of SALC's integration with SADCC; and further;
- (vii) Request the current Chairman of SALC - Lesotho, in conjunction with ECA and ILO, to approach potential donors for funds to facilitate execution of the study of skill profiles of migrant workers.



SOUTHERN AFRICA LABOUR COMMISSION

Project of the Southern Africa Labour Commission - the Governments of the Republic of Botswana, the Kingdom of Lesotho, the Kingdom of Swaziland, the Republic of Swaziland, the Republic of Malawi, the People's Republic of Mozambique and the Republic of Zimbabwe.

PROJECT DOCUMENT

Project Title

: A study of the skill profiles of migrant workers to the Republic of South Africa, their retraining and redeployment needs

Project Language

: English

Project Site or Venue

: Botswana, Lesotho, Swaziland, Malawi, Mozambique and Zimbabwe

Starting Date

: August 1982

Duration

: 18 months

Donor Contribution

: US \$398,901

Cooperating Government

: Ministries responsible for Labour Affairs

Agency in Recipient Country

Executing Agency

: International Labour Office  
Southern African Team for  
Employment Promotion.

and creation of alternative and additional jobs, and the development of appropriate training for these workers would not only hinder the migrant workers' smooth integration and contribution to the development of their own countries, but it could also lead to the refusal of the workers to return to their home country and increased dependence on the Republic of South Africa. These would be as counter-productive as the resulting negative psychological effects would be catastrophic for the countries concerned.

## 2. DEVELOPMENT OBJECTIVES

The development objective to which this project will contribute is to reduce the socio-economic dependence of the supplier states on the Republic of South Africa by facilitating the redeployment of migrant workers in their respective national economies.

## 3. IMMEDIATE OBJECTIVES

The immediate objectives of the Project are: In each of the countries of the Southern Africa Labour Commission that provide labour to the Republic of South Africa: -

- (a) To determine in each sector's socio-economic (entrepreneurial or otherwise) activities that are likely to generate employment opportunities for the absorption of the migrant workers, and their related skill base.
- (b) To identify from, among them, those that are amenable to the application of labour intensive technology, specify the nature of the jobs and the related skills requirements.
- (c) To establish supply and demand forecasts of additional job opportunities inherent in the above and therefrom develop appropriate training programmes.
- (d) To establish comprehensive profiles of migrant workers in accordance with branch of occupational activity and specialisation.
- (e) To determine the training and/or retraining needs of the returning migrant workers, and develop appropriate training and alternative occupational development programmes with an effective occupational testing, vocational guidance and counselling machinery.

## 4. POSSIBLE INDICATORS OF DEVELOPMENT OBJECTIVE ATTAINMENT

- (a) A pre-determined migrant worker withdrawal and rehabilitation strategy leading to a smooth return of the migrant workers, their training and retraining for their absorption in the socio-economic activities within their mother countries.

The pilot survey will include training and hiring of enumerators, field work, data processing and analysis and publication of a report on the result from the survey.

- (e) The project coordinator will work out the final design of the main survey on basis of the experience and results from the pilot survey.

(f) Staff Recruitment and Training

Enumerators, editors and coders will be recruited locally by the local researcher. They should preferably be students from the national universities or have completed at least six years secondary education.

local Staff Distribution by Country and Activity

<u>Country</u>	<u>Enumerators</u>	<u>Editors</u>	<u>Coders</u>	<u>Researchers</u>
Botswana	5	2	2	1
Lesotho	15	4	4	1
Swaziland	5	2	2	1
Zimbabwe	5	2	2	1
Malawi	5	2	2	1
Mozambique	15	4	4	1

The project coordinator will prepare training manuals for all local staff. The manuals shall explain the questionnaires and the terms used in them, the art of interviewing and probing, the coding system, the occupations and skills classification system and, in general terms, describe the background and aim of the project.

A one week training course for all local staff will be arranged in each country before the field operations commence.

- (g) Planning of field operations will include the formulation of a strategy to intercept the migrants both when they are leaving their countries and on their return from the Republic of South Africa.

The field operations will mainly consist of interviewing leaving and returning migrants. The enumerators will be posted at each district labour office or any other institution where the migrants are requested or likely to report on their leaving and returning. The local researcher will be supervising the field operations in each country.

(m) Seminar and Final Report

An international seminar to discuss the findings as expressed in the provisional report will be organised under the responsibilities of Southern Africa Labour Commission with assistance from SATEP and ECA/MULPOC Lusaka.

The participants will be drawn from the governments, parastatal organisations, trade unions and universities in the member countries of the Southern Africa Labour Commission as well as from international organisations and research institutions.

The final report will be worked out by the project coordinator with the support of a special committee constituted at the seminar.

7. Workplan

The project will be carried out over 18 months.

- |   |                          |
|---|--------------------------|
| (a) Identify and recruit local researchers, one for each country  | August 1982              |
| (b) Desk studies in each country, submission of first progress report                                     | September - October 1982 |
| (c) Design of the survey, questionnaire, determine sampling methodology                                   | November 1982            |
| (d) Pilot survey in Lesotho   | December 1982            |
| (e) Submission of second progress report  | January 1983             |
| (f) Final design of the main survey   | January 1983             |
| (g) Staff recruitment and training including preparation of training manuals                              | February - March 1983    |
| (h) One week's training courses for all staff in each country   | March 1983               |
| (i) Field operations, including planning of the operations in all countries                               | April - July 1983        |
| (j) Data processing in each country by the local researcher, under supervision of the project coordinator | August - September 1983  |
| (k) Data analysis and evaluation both by the local researchers and the project coordinator                | September - October 1983 |

- (h) Processing and analysing the data and other information at the project office.
- (i) Drafting, printing, publishing and distribution of the provisional and final reports.

9. GOVERNMENT INPUT

- (a) Each Government of the member country of the Southern Africa Labour Commission will provide the local researcher with stationary, duplicating service, typing service and other administrative support, he/she may require.
- (b) Each Government will contribute to the cost of training the local staff, enumerators, editors, coders, researchers, including their accommodation, local transport and food during the one week training course in each country.
- (c) Each Government will provide the local ~~researcher~~ and the consultants with necessary computer facilities and office facilities for the processing of the data.
- (d) The host country for the seminar will provide all necessary facilities, administrative support equipment, typing and copying services and local transport for the participants and functionaries in the seminar.
- (e) In addition each Government will assist and support the consultants and researchers by making available any existing records and material they may require and by the good offices of the Government ease their access to training institutions, employment agencies or any other institution they may need to examine and investigate.

10. ASSUMPTIONS

- (a) The Governments of the participating countries undertake to make the necessary administrative and budgetary arrangements to ensure that the facilities described under "Government Input", are available prior to the commencement of the project.
- (b) That adequate international donor assistance to meet the cost of the activities described under "Donor Input" is available prior to the commencement of the project.
- (c) The Southern Africa Labour Commission will take responsibility for the project and formulate guidelines on all policy matters likely to arise in connection with the implementation of the project.

PROJECT BUDGET COVERING DONOR CONTRIBUTION

Title: A study of the skill profiles of migrant workers to the Republic of South Africa, their retraining and redeployment needs.

Project Personnel	m/m	Total \$	m/m	1982 \$	m/m	1983 \$	m/m	1984 \$
<u>Expert Consultants</u>	10	60,000	4	24,000	6	36,000		
<u>Locally recruited Staff</u>								
Researchers	25	50,000	7	14,000	18	36,000		
Enumerators	205	82,000	5	2,000	200	80,000		
Editors	18	13,600	2	800	16	12,800		
Coders	18	13,600	2	800	16	12,800		
Component Total		219,200		41,600		177,600		
Travel		35,000		15,000		20,000		
Component Total		35,000		15,000		20,000		
<u>Training</u>								
Group Training		25,000				25,000		
Seminar		24,000						24,000
Component Total		49,000				25,000		24,000
<u>Equipment</u>								
Printing/Computing		25,000		2,000		5,000		18,000
Sundries		8,000		3,000		4,000		1,000
Component Total		33,000		5,000		9,000		19,000
Sub Total		336,200		61,600		231,600		43,000
Contingencies 5%		16,810		3,080		11,580		2,150
Sub Total		353,010		64,680		243,180		45,150
Agency Cost 13%		45,891		8,408		31,613		5,870
GRAND TOTAL		398,901		73,088		274,793		51,020