

6330095-001541
5841

CLASSIFICATION PD-AAH-229
PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol 114

BEST AVAILABLE DOCUMENT

1. PROJECT TITLE National Migration Study			2. PROJECT NUMBER 6330095	3. MISSION/AID/W OFFICE USAID/BOTSWANA
5. KEY PROJECT IMPLEMENTATION DATES			4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) No. 1 57	
A. First PRO-AG or Equivalent FY 77	B. Final Obligation Expected FY 77	C. Final Inst. Delivery FY 80	6. ESTIMATED PROJECT FUNDING A. Total \$ 534,000 B. U.S. \$ 400,000	
			7. PERIOD COVERED BY EVALUATION From (month/yr.) April 77 To (month/yr.) Sept. 79 Date of Evaluation Review	

B. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues, cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIC, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
A. Assist project in obtaining means for more efficient, speedier key punching.	GOB/USAID	Immd.
B. Consider assistance to speed up data processing.	GOB/Case	Immd.
C. Complete full review of budget.	NMS/USAID	Immd.
D. Hire persons to replace those who have left (are leaving) the project; i.e. Kerven, Mooka, Allison. Adequate statistical backup must be provided after Allison's departure.	GOB	Immd.
E. Set up monitoring plan with project coordinator to determine as soon as possible whether project purpose will be achieved by August 1980. And a) if prospects not good, USAID should consider activities, in addition to those listed above, to maximize likelihood of completion. b) if prospects are good, USAID should consider further funding of project after August completion to maximize use of data. Evaluation team feels this decision must be taken in early 1980.	USAID/NMS	Oct 31, 1979
F. Monitor progress on mine workers survey to assure completion by end of project.	NMS	Continuing
G. NMS should be given priority access to the GOB computer and other data processing services.	GOB	Continuing
H. Inquire about plans for replacement for position	USAID/GOB	Nov. 1979

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify)
<input type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T	_____
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other (Specify)
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	_____

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

A.	<input checked="" type="checkbox"/> Continue Project Without Change
B.	<input type="checkbox"/> Change Project Design and/or Change Implementation Plan
C.	<input type="checkbox"/> Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)

Ned Greeley, Behavioral Science Advisor, REDSO/EA
 Lee Ann Ross, Economist, REDSO/EA
 F. Modise, Director, Central Statistics Office, GOB
 John Case, Project Coordinator, NMS

12. Mission/AID/W Office Director Approval

Signature: 
 Typed Name: Louis A. Cohen, Director
 Date: _____

BEST AVAILABLE DOCUMENT

CLASSIFICATION
PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-147

1. PROJECT TITLE National Migration Study (Continued)			2. PROJECT NUMBER	3. MISSION/AID/W OFFICE
5. KEY PROJECT IMPLEMENTATION DATES			4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY)	
A. First PRO-AG or Equivalent FY _____	B. Final Obligation Expected FY _____	C. Final Input Delivery FY _____	6. ESTIMATED PROJECT FUNDING A. Total \$ _____ B. U.S. \$ _____	
			7. PERIOD COVERED BY EVALUATION: From (month/yr.) _____ To (month/yr.) _____ Date of Evaluation Review _____	

REGULAR EVALUATION SPECIAL EVALUATION

8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regions; office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
<p>of private research coordinator/liaison with NMS soon to be vacated by former project research coordinator Kerven; and if relevant consider providing appropriate assistance to extend Kerven and/or replace her with a new person in a similiar position within the government structure.</p> <p>I. In collaboration with Project Coordinator and other relevant individuals consider funding an NMS Conference soon after completion of final report to serve as forum for presenting findings, generating discussion and professional interchange, identifying priority research topics, and allocating these to relevant individuals and institutions.</p>	USAID/NMS/BU	Late 1980

<p>9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS</p> <table style="width: 100%;"> <tr> <td><input type="checkbox"/> Project Paper</td> <td><input type="checkbox"/> Implementation Plan e.g., CPI Network</td> <td><input type="checkbox"/> Other (Specify) _____</td> </tr> <tr> <td><input type="checkbox"/> Financial Plan</td> <td><input type="checkbox"/> PIO/T</td> <td>_____</td> </tr> <tr> <td><input type="checkbox"/> Logical Framework</td> <td><input type="checkbox"/> PIO/C</td> <td><input type="checkbox"/> Other (Specify) _____</td> </tr> <tr> <td><input type="checkbox"/> Project Agreement</td> <td><input type="checkbox"/> PIO/P</td> <td>_____</td> </tr> </table>	<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify) _____	<input type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T	_____	<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other (Specify) _____	<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	_____	<p>10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT</p> <p>A. <input type="checkbox"/> Continue Project Without Change</p> <p>B. <input type="checkbox"/> Change Project Design and/or <input type="checkbox"/> Change Implementation Plan</p> <p>C. <input type="checkbox"/> Discontinue Project</p>
<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify) _____											
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<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	_____											
<p>11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)</p>	<p>12. Mission/AID/W Office Director Approvs.</p> <p>Signature _____</p> <p>Typed Name _____</p> <p>Date _____</p>												

13. Summary

This project is funded by a \$400,000 grant to assist the Government of Botswana (GOB) in carrying out a national migration study. The project purpose is to provide informed guidance to the GOB on in-country and international migration patterns which will have input into the government planning process. To achieve purpose and goal, the project is organized in three phases:

- 1) an initial review of existing information on migration in Botswana to identify specific areas in which further information is required and a finalization of study methodology,
- 2) a national migration survey and
- 3) an analysis of the survey data collected and comparison of the survey findings with the data generated in Phase I, culminating in a report on migration to be presented to the GOB.

Project achievements to date under this highly ambitious three year project are commendable, particularly given the number of significant problems encountered since conception of the study in late 1975. Review and analysis of existing migration data is well underway: a number of papers have been written, two seminars have been held, and the CSO (Central Statistics Office) has been able to recruit several researchers with exceptional knowledge of migration in Botswana. In addition, a report on proposed survey methodology was prepared before Phase II funds were released.

Phase II is also well underway. A national multistaged stratified sample of 3400 households interviewed at three month intervals starting from September 1978 is nearing completion. Interviewing of the rural and urban areas will be completed by the end of September 1979, and the mine-works migrant labour survey will be completed soon after. A comprehensive

survey sampling frame and scheme has been developed. The questionnaires, while flawed, have clearly produced an enormous amount of data over the four rounds of household interviewing. The data collection team of approximately 75 Botswana nationals will soon be disbanded; a number, however, have been assigned similar survey work elsewhere in the government. Data punching and processing is currently proceeding slowly, with an optimistic target completion date for the bulk of the data set at January or February 1980.

The prospects for completing Phase III by August 1980 - preparation of a migration report based on analysis of the survey and additional existing information - are problematic at this time. Due to circumstances briefly outlined below, the project has been considerably delayed and project completion has been extended to August, 1980. The project personnel face considerable difficulties in terms of adequate time and resources available to complete the data punching, processing and analysis which must precede completion of the migration report.

There are several major problems which have slowed up the process. First is the large scope of the project. Essentially designed to generate a set of a policy related analyses based on an initial desk survey of existing knowledge and a subsequent follow on field survey of national patterns, the project was clearly over-ambitious vis-a-vis its proposed time frame. A second near fatal problem which has only been compensated for, the high motivation of a wide range of project personnel was the highly disorganized startup of the project. Although the project required considerable attention be paid to "system" and "coordination" from the outset, no project coordinator or person having national level survey logistical and organizational experience was hired by the project until

July, 1978, 10 months after the project agreement was signed and more than a year after the arrival of the first project personnel. A consequence of the lack of experienced leadership was the perhaps inevitable misallocation of tasks among project personnel, several of whom were forced to make decisions and cope with problems beyond their expertise or experience. A related problem was the length of time necessary for the GOB and Boston University to agree on a contract acceptable to US AID. This contract was the first host country contract the Ministry of Finance had negotiated and implemented using US AID funds. Most of BU's inputs will come during the analyses phase and thus the contract problems have had only limited affect on the quality of BU's performance.

These, and other problems, have largely been surmounted and barring further loss of essential technical assistance inputs, the project purpose stands an even chance of being attained by August, 1980, assuming adequate key punch facilities are provided. This purpose, to provide informed guidance on issues related to migration, will not, however, be attained to its fullest degree. In essence, because of the richness and magnitude of the study and the national and international implications regarding analysis of its results, August 1980 will represent more of a point of departure for systematic in depth work on the survey results rather than a point of completion for analysis. To utilize, fully and systematically, the data available will require and certainly deserves additional input from GOB policy makers, researchers and donors over the next several years.

14. Team Composition and Evaluation Methodology

This was the first evaluation of the study. It was carried out by Ned Greeley, Behavioral Science Advisor and Lee Ann Ross, Economist, both of the Regional Economic Development Services Office in Nairobi. The team had excellent cooperation from USAID/Botswana and from project and GOB personnel.

The evaluation took place from September 4-14, 1979. Two days were spent in Nairobi, reviewing background documents and interviewing two persons formerly connected with the project. The bulk of the time in Gaborone was utilized interviewing project personnel. The team was fortunate in being able to interview virtually all those providing technical assistance to the project, except the survey coordinator in charge of finances and the B.U. consultants. A draft of the evaluation will be reviewed by B.U. prior to submission to Washington. The team also reviewed project documents and papers, spent time in the project office and spent a morning in the field with an enumeration team.

The evaluation of project inputs, outputs, purposes and goal is based on the evaluation teams analysis of project documents, as this project was a grant and hence did not require a project paper or logical framework.

15. External Factors

As in many projects the absence of key personnel and technical assistance can critically jeopardize attainment of project objectives. The failure of the initial project coordinator to appear in Botswana and to notify the CSO of his decision to decline the job offer seriously harmed the project. Additionally, the failure of one of the B.U. consultants to arrive for a scheduled visit prior to completion of the

questionnaire design due to sickness was also an important negative factor.

A periodic drought began in Botswana in the June of 1978 - during the first round of the survey. While not uncommon, this drought will have a significant impact on the responses to the agriculture questions in the survey in that the questionnaires were designed to elicit responses about a year with typical yields. On the positive side, the questions pertaining to harvesting spanned two years and the radical differences in the harvest due to the drought will allow a comparative analysis to be made.

Rumors concerning Republic of South Africa migrant labor policies (i.e., reduction of use of Botswana labor in mines) may also have an unforeseen impact on survey results. It is believed that significant numbers of migrant laborers are not returning to Botswana to live upon completion of contracts, but rather are taking a "home leave" and then returning to the mines. This pattern has influenced data collection for the migrant labor portion of the survey.

16. Inputs

a. Personnel

GOB

An important initial input into the study was the GOB sponsored Migration Steering Committee. Active in conceptualizing the project, this group of interested GOB and private policy makers will take a more active overseeing role as the project near completion.

The project executive coordinator and survey administrator were provided by the GOB. The survey administration was absent on several occasions when he was outside the country on training and in September 1979, the survey administrator will be leaving the project to become the

number two person in charge of the National Census. A replacement for his NMS position should be named as soon as possible.

While no statistical support was directly called for in the project documents, statisticians in the Central Statistics Office and the University designed the sample with the NMS.

The project design called for six research assistants to be made available to the project by the GOB. Given GOB personnel constraints, this was an overly optimistic target and only two were hired. Both left for long term training in the U.S. in August 1979. The provision of addition research assistants would have lightened the load on the project and field coordinators and thus would have allowed both the research assistants and the field coordinators to do more in depth research concurrently with the survey. The provision of six research assistants would have also significantly decreased the administrative load on other project staff.

Peace Corps

A Peace Corps Volunteer was assigned to the Central Statistics Office as the assistant survey coordinator in April 1977. He carried out a range of assignments including field coordinator until his departure at the end of his Peace Corps tour in April 1979. He was not replaced.

USAID

Researchers from B.U.'s African Studies Center helped to initiate the project; and B.U. was hired on a consultancy basis to the project. Misunderstandings leading to delays in completing contractual arrangements created some tension between GOB, B.U. and USAID/Botswana, but

most problems were resolved by the summer of 1979. B.U. will provide consultant assistance through the period of project extension (February-August 1980) with no cost increase. It is expected that B.U. will play its major role during the forthcoming analysis phase.

Project Coordinator

The initial candidate selected by the GOB failed to appear for the job in January 1978 and no alternative candidate was selected until July 1978. The present project coordinator has expertise and experience in national sample survey work and large scale data processing. Prior to his arrival no one with those skills was attached to the team.

By the time the coordinator arrived on project, the sampling scheme and questionnaire design were virtually complete and the coordinator was only able to make slight adjustments to the questionnaire to facilitate data processing. The coordinator has since been responsible for managing the project, processing the survey data, and undertaking data analysis. These tasks require at least two people to be accomplished adequately.

Field Supervisory Staff

Two field coordinators, an anthropologist and a sociologist, were hired in late 1977 and early 1978. Each had extensive field research experience in Botswana, but neither had experience in large scale quantitatively-oriented survey research. The lack of a project leader/data processor survey expert required them, along with the Peace Corps Volunteer and survey administrator, to develop the survey sample and questionnaire.

Once the field survey was underway it was realized that less highly qualified field supervisors (having A level credentials or 14 years

schooling) were fully capable of supervising the enumerators in the field. Six field supervisors were hired and trained by the field coordinators in early 1979.

One field coordinator left in March, 1979, to take up a consulting on agricultural migration in the Ministry of Agriculture which directly supports in depth research activities related to NMS. This vacated field coordinator position has not been refilled. The other field coordinator, the sociologist, has remained in the project.

Enumerators

Form three school leavers (10 years education experience) were hired and trained to conduct the household interviews. Each interview team was headed by a team leader with form five education. In retrospect, it appears that this level enumerator was somewhat too unskilled to be able to cope with the responsibilities entailed in the job, given the complexity of the survey questions and the supervision available. Due to the labor market in Botswana, however, it is unlikely that better qualified enumerators could have been found and retained. The temporary nature of the survey work and other factors resulted in a turnover among enumerators which will have some negative impact on the quality of the data.

b. Commodities and Other Costs

GOB

The GOB is responsible for providing vehicles, camping equipment, office and storage space, furniture, typing and secretarial services, and other logistical support services. The GOB provided adequate camping equipment, but due to a lack of understanding of GOB stores regulation by

CSO, problems are anticipated in accounting for all this equipment. Much of the office equipment and space required for efficient operation of the project was not provided in a timely manner or in sufficient quantity thus causing logistical problems for project staff.

USAID

USAID provided funds for vehicle maintenance and operating costs and for miscellaneous operating expenses. Due to illness of the survey administrator who was largely responsible for finances, the evaluation team was able to make only the briefest assessment of financial arrangements and logistics under the project. Financial practices should be reviewed by USAID/Botswana and the NMS project coordinator as soon as project records are in order.

c. Training

While the project budget submitted by the GOB to AID included a line item for participant training, such training is not included in the project agreement. Two Botswana assigned to the project have been sent to the US for MA degree training using funds from another USAID project. Those two will return to their home ministries of Agricultural and Local Government and Lands upon completion of training.

17. Outputs

a. Phase I output - an initial review and analysis of existing Botswana migration information to identify specific areas in which additional information is required.

Comment

A critical examination of Phase I data was intended to precede

the design of the National Migration Survey. Unfortunately, very little analysis of existing data took place before the NMS was started and thus Phase I had very little impact on the design of the NMS.

Phase I work has continued during the NMS and the collected data and additional micro studies will be used to check on the validity of the NMS data and to complement the analysis of the NMS results.

Boston University consultants assisted NMS in processing data from the 1974-75 Rural Income Distribution Survey (RIDS) and B.U. consultant Lucas presented, primarily under World Bank auspices, two papers based on this data at a recent seminar in Gaborone. A B.U. graduate student also recently completed a general migration review paper for NMS (Braz, June 1979).

Two migration conferences have been sponsored by NMS staff in Gaborone, one in July, 1977, and one in March 1979. The papers sponsored under Phase I of the study are listed in Annex B.

One of the conditions precedent to Phase II study was that the Central Statistics Office provide for USAID's review a Study Methodology. A "Report on National Study Methodology" was submitted to USAID in June, 1978, which included a discussion of the sampling scheme, the questionnaire and a section on the in depth qualitative work being done by private researchers. The methodology was approved by USAID/Botswana with minor corrections suggested.

It should be noted that despite the length and thoroughness of the proposal methodology, no discussion was included in the report concerning the addition of a second national survey, the Household Expenditure Survey (HES), to the NMS survey program. The HES with Ministry of Finance backing and limited financial assistance from the British ODM

was joined to NMS (some staffers used the words "saddled onto") from the outset. Although HES provided its own supervision, enumerators, and some transport (bicycles) this survey of some 2138 households of the NMS sample proved to be an important additional burden on the already weak administrative and material resources of the NMS. NMS did however, benefit through the provision of two additional CSO staff to the HES, additional enumerators, and through the improved urban sampling design necessary for the HES.

b. Phase II output - a completed national migration survey.

Comment

Despite a very slow and disorganized start, the completion of the year long field survey is at hand. By the end of September 1979, the rural and urban portions of the survey will be completed and undergoing data punching. This includes four rounds of interviews, taken three months apart from 3400 respondent households. The mine workers portion of the survey of 750 respondents conducted at several recruiting posts in Botswana was delayed, but is expected to be completed by November of this year.

Sampling Design

A multi stage stratified sampling frame was utilized which included a replicated sampling scheme for household interviews spaced at three month intervals. NMS households were interviewed once every three months, HES urban households were interviewed three times in each of the four rounds and HES rural households were interviewed twice in each of the four rounds. Overall, the staff considers the sampling scheme

to be one of the stronger components of the survey and they expect that this frame will be reused in other national regional surveys.

Questionnaire Preparation

The development of an efficient set of pretested questionnaires was the process most negatively effected by the absence of a project coordinator and personnel trained in large scale survey work and data processing. The questionnaires are long (requiring over an hour to administer); they contain question with ambiguous meaning (i.e. the meaning of "absentee" and "married") and other questions which require probing skills not readily transferable to enumerators with only ten years of education. The questionnaire also is highly disaggregated (there are 700 variables in each questionnaire). Because no adequate tabulation plan of results was developed prior to the interview process, additional questions have had to be added to later rounds of the survey to fill in data gaps.

Despite flaws, however, the survey has generated a vast array of data which with appropriate analysis and an understanding of data limitations, should provide policy guidance on the full range of topics identified in the project agreement.

Data Collection

The project team appears fully aware of the problems associated with the data collection process and feels that the quality of the field supervision and thus the data is reasonably good. For example, use of first round data from Gaborone interviews, by an anthropologist (Izzard) has revealed some potential problems with data quality. Whether this reported unevenness is due to random error, misunderstanding

of questionnaire definition among enumerators, lack of supervision or another factor is difficult to establish. However the researcher's claims do point to potential problems with the data and to the value of cross checking portions of the data by independent researchers given access to the data.

Another data problem pointed out by the enumerators is the absence of the key household respondent in the various sounds of interviews. Different household members are answering the survey in the various rounds resulting in inconsistencies in the data.

HES personnel were responsible for field supervision of both NMS and HES questionnaires in the urban sample, NMS personnel for NMS and HES questionnaires in the rural sample. This split left something to be desired in terms of supervisors dedication to the respective questionnaires.

In sum, it should be pointed out that while the NMS staff expects the overall quality of data to be good, it is uneven and each segment should be treated with caution until extensive cross checks have been made. The final judgement of the quality of the data must await statistical analysis of the results.

Data Punching and Processing

The punching and processing has been negatively affected by the initial lack of a project coordinator and personnel having experience in data processing and survey work at the national level. The questionnaire was developed without knowing what program would be used to analyze the results. Thus the compatibility of the questionnaire to data processing techniques could not be established early on. The late arrival of the data processor has significantly delayed the processing phase.

Punching of 84,000 cards for round one is currently nearing completion in Gaborone but progress with a single antiquated punching machine is slow. The lack of adequate data punching machines constitute the most serious bottleneck in the project completion timetable. The project coordinator estimates that 300,000 cards will have to be punched for the data from rounds two, three and four. At 1200 cards per keypuncher per day, he estimates that it will take approximately 250 operator days to complete the punching. With only one key punch this amounts to 10 months of work. To have any hope of completing punching by January 1980, at least four key punches are necessary. (An alternative would be fewer machines with operators working in shifts but one must also anticipate maintenance problems on the machines). It is obviously imperative that the constraint on key punching be resolved if the project has any hope of being completed on time.

The project coordinator anticipates that data from the rural and urban surveys could be on tape and relatively clean of error by January or February 1980. The estimate is admittedly optimistic and depends on successfully resolving the competing demands on the project coordinator cum-data processor-and-analyst's time and punching facilities. One such demand is assistance in the processing the HES data in order that it be completed prior to departure of the HES project coordinator November 1979. The HES project coordinator has served as project statistician. A replacement for his statistical expertise should be made available to the project before his departure.

An additional problem will be maintaining sufficient access to the GOB computer as the NMS will have to compete with other GOB business for computer time.

Another demand is the administrative work necessary to ensure orderly termination of the field survey phase. Termination will present unusual problems of project and individual accountability for material and funds utilised by the field teams as the project lacked individuals experienced in GOB regulations for disbursement of GOB funds and equipment for camping etc. CSO is awaiting the arrival of a government employee trained in GOB finance regulations to assist in a financial review of the project. It is important that this person be provided by GOB so that the project coordinator will be freed to work on data processing.

Before analysis of the data, the data will be loaded onto tapes and the tapes will be cleaned. Accompanying the cleaned tape will be backup material assessing the strengths and weaknesses of the various data. Several papers have already been drafted which will be included in the package; these include the "Interpretation and Errata of the NMS Main Survey Questionnaire" and "Interpretations and Errata of the Mine Worker Questionnaire for Both Recruits and Returnees." Additional materials will include an overall guide to the questionnaire, an assessment of source data quality disaggregate by round, district, rural and urban strata.

c. Phase III output - an analysis of Phase I and II data culminating in a Migration Report of the GOB.

Comment

A study planning meeting with project staff, GOB ministry officials, B.U. consultants and steering committee members is scheduled for January 1980.

At this meeting decisions will be made identifying research topics and allocating responsibility for analysis work to be completed by August 1980. The bulk of the workload will be shared by the project team itself and B.U. B.U. will receive data tapes as soon as they are available for analysis. Additional portions of analysis work may be "farmed-out" on a case by case basis to individual researchers or institutions. This division of labor should maximise work accomplished by August 1980. It will also provide access to the data to researchers having a range of professional backgrounds and interests, and hence broaden the scope of data cross-checking. Considerable data processing remains, and without additional technical assistance, this work will continue to fall to the project coordinator.

18. Purpose - to provide informed guidance in migration policy in related areas to the GOB.

Comment

By the end of the project a report should be completed which will have been produced and made available in such a way as to ensure a policy-level impact on GOB decision-making. At present, the report as envisioned will be 1) a set of analytical documents based on Phase I and II of the study; 2) the package detailing the survey methodology and process and evaluating its product, and 3) a provisional list of relevant topics related to migration which could usefully be "farmed-out" for analysis to interested and competent individuals and institutions. Assuming resolution of the key punching constraint and barring unforeseen difficulties with project personnel and proposed B.U. consultative input, the purpose should be achieved by August, 1980.

19. Goal/Subgoal - to improve GOB national planning.

Comment

The project has an excellent likelihood of achieving its goal despite problems encountered to date. Requests for NMS results have already been coming in from the district planner as well as various GOB institutions. The comprehensiveness of the data collected appear to offer significant incentives for analysis by involved researchers, including those researchers who are critical of portions of the survey. Researchers not affiliated with the project have also expressed interest in gaining access to the data. It will be the responsibility of the project team, the steering committee and the GOB, through their determination of access and use of the data, to shape the degree to which the survey will eventually inform and influence national policy making.

A related issue is whether or not the experience and benefits of the study itself will lead the GOB to initiate further similar studies, or perhaps more importantly, attempt to institutionalize a national household survey system on an ongoing basis. Such a system would generate a constant stream of data and analysis on national policy issues. Since several of the components of a national survey system (trained enumerators and supervisors, sampling scheme, data processing system) have already been put in place by the project, and since some GOB officials have expressed interest in a survey system such an institutionalized system may well come into being. Timing of of this would likely come after the next National Census since the census will fully utilize CSO's survey capacity.

20. Beneficiaries

The immediate beneficiaries of the project are those participating in its "labor-intensive" aspects, i.e., the employees. Under the project wages have been provided for enumerators (75), field supervisors (6), drivers (15), office staff (5). With the termination of the field survey a large number of the enumerators will be offered jobs on other GOB surveys either underway or planned (i.e., the National Census).

In the mid and longer term, the beneficiaries of the project are all the residents of Botswana. The critical assumptions to be made, in this case, are that analysis based on the study is communicated to GOB decision makers and that decisions made are "enlightened" in terms of their consequences for Botswana families. The extent and pattern of this gradual and diffuse "benefit stream" will depend upon which topics are analyzed and subsequently how much of this analysis is used to inform policy and planning.

21. Unplanned Effects

None.

22. Lessons Learned

Several important lessons on how to carry out a survey have been learned under this project. First and foremost, a survey of this magnitude should not be started without a project manager on hand who has had experience in carrying out national level surveys. Secondly, the questionnaire design of a national level survey is significantly different from that used in small scale field research. The questionnaire should be as short and as simple as possible whereas the NMS questionnaire is long and appears conceptually difficult for the type of enumerators hired by the project. The questionnaire should be written

to match the enumerators ability to conduct it. Third, a tabulation plan of anticipated survey data should be completed in advance of actual survey implementation. This is the only way to assure that the questions asked will result in the data necessary to answer the policy questions which the survey hopes to address. Fourth, the data processor needs to be consulted as the questionnaire is being designed to assure compatibility of the survey instrument with the computer processing. Fifth, the logistics of a survey of such magnitude requires careful staffing; the NMS lacked a stores person and a financial assistant resulting in misuse of high level professional staff.

Another lesson learned is the benefits derived from a research program which utilizes both indepth-qualitative micro-studies and quantitative, survey-type research and analysis. Although at critical times in this project there was misallocation, underuse and insufficient funding of both these approaches, in the long run their complementary interaction has been highly beneficial to achieving the project goal.

23. Special Comments

There are two attachments to the evaluation: A Project History and the list of Materials Produced Related to the Project.

In retrospect, one question USAID/Botswana might will ask itself is whether more involvement might have been useful during project development and implementation. Given the severe constraints on USAID/Botswana staff time in 1975-76 (initially only one direct hire was present) additional assistance was probably out-of-the question. However, the recent success of the B.U./GOB/Project staff/USAID meeting held in June of 1979 following some USAID/Botswana a direct project involvement did

apparently achieve results, and clarified some misunderstandings generated at least in part through problems associated with USAID procedures. The USAID/Botswana staff has also increased from its previous low and is now in a position to better assist the project.

In the remaining period of project implementation, closer monitoring of the project by USAID/Botswana should provide timely information on whether the project will achieve its objectives by August 1980, whether it requires additional inputs prior to August, and/or after August to bring the project to completion or extend it in order to do further analysis or survey development work.

ANNEX A

Project History - National Migration Study

- 1975-1976 Interest for the survey was generated by Harris of Boston University (BU) during his consultations on the Rural Income Distribution Study.
- Aug. 1975 Steering committee formed to develop the study.
- May 1976 Proposal for National Migration Study (NMS) developed by GOB - Lucas (BU) visited Gaborone to work with the steering committee to develop proposal and general background.
- Sept. 1976 GOB proposal for NMS submitted to USAID and other donors.
- Early 1977 Mooka (GOB) and Field (Peace Corps) assigned to the project.
- May 1977 USAID notified by cable AID/W concurs is providing \$400,000 for the study.
- June 1977 Harris and Lucas in Botswana.
- July 1977 Steering committee convened a conference on migration.
- Aug. 1977 NMS approved by AA/AFR for \$400,000.
- Sept. 1977 Project Agreement for NMS signed by USAID and GOB.
- Late 1977 B. U. working on RIDS in Boston.
- Late 1977 GOB recruiting project personnel. Waivers received from AID to hire non-Americans.
- October 1977 Carol Kerven hired as a Field Coordinator.
- November 1977 Harris (BU) visited Gaborone to participate in early pretesting of questionnaires and discuss sample design problems.
- January 1978 David Cooper hired as Field Coordinator.
- January 1978 Dr. Xenos unexpectedly rejected position as Program Coordinator leaving the project with staff but no coordinator.
- November 1977 Copy of GOB/BU host country contract forwarded to REDSO for review.
- November 1977-GOB/BU contract in flux. Terminal date for condition precedent extended four times due to necessity of AID/W contract approval. Finally signed November 1978.
- November 1977 B. U. brought draft of first module of questionnaire for pretesting.

ANNEX A

-2-

Early 1978 Sampling design developed.

Early 1978 Project team continued planning survey and designing questionnaire without project coordinator

Early 1978 Decision made to mesh Household Expenditure Survey (HES) with NMS

March/Apr. 1978 Planned trip by Lucas to aid in questionnaire design delayed due to illness.

March 1978 Pilot survey carried out by project staff.

May 1978 Lucas arrived and had input in questionnaire design.

June 1978 Report on NMS Methodology sent to AID.

June 1978 Enumerators hired and training begun.

July 1978 John Case hired as Project Coordinator and data processor.

July 1978 Enumerator training interrupted while Case made changes in questionnaire which would facilitate computer analysis.

Sept. 1978 -
March 1979 B.U. graduate student conducting literature survey on Botswana migration.

Oct. - Dec. 1978 First round of the survey completed.

Jan. - Mar. 1979 Second round of the survey completed.

March 1979 NMS Workshop held

March 1979 Kerven left survey.

April 1979 Field completed Peace Corps service and left the survey.

April 1979 Field hired for three week to develop mine workers questionnaire.

April-June 1979 Third round of the survey completed.

June 1979 Both Harris and Lucas in Botswana. Differences over contract resolved. B.U.-GOB contract extended from February 1980-August 1980 with no cost increase.

July-Sept. 1979 Fourth round of survey completed.

FUTURE

- Sept. - Oct. 1979 Survey completed and budget reviewed to determine exact status.
- December 1979 Background papers on questionnaire definitions, questionnaire errata and sampling design completed by Cooper.
- Jan. - Feb. 1980 All data loaded on tapes and tapes cleaned.
- January 1980 Cooper-Case meet with government officials to determine government analysis priorities given time constraints.
- January 1980 Lucas comes to Botswana to discuss which portions of the analysis B.U. will complete. Leaves with copies of the tapes.
- June - August 1980 Harris and Lucas in Botswana to assist in preparing final report.
- Jan. - August 1980. Analysis conducted in Botswana and at B.U. and final report completed.

ANNEX B

NATIONAL MIGRATION STUDY PUBLICATIONS

A. Papers Produced by NMS (Chronological order)

1. "Proposed Questionnaire, Sampling, Methodology and Perspectives of the Study". Submitted to USAID, Gaborone, June 1978.
2. "Analysis of the TGLP from the Perspective of Migration", by Ralph Field. Published by Rural Sociology Unit, in Seminar Report Socio-Economic Monitoring of the Tribal Grazing Land Policy, 1977.
3. "Report on a visit to a South African Gold Mine, 1977", by Ralph Field, September 1977. (Circulated to Government)
4. "Summary of National Migration Study Project"; paper presented at the Workshop Outlining the Botswana Research Landscape, published in Proceedings of above, National Institute of Research, ed. B. Weimar, Gaborone, August 1978.
5. "The National Migration Study". Paper presented at the District Development Conference, January 1978, Gaborone. (Circulated to all Districts in Botswana).
6. "Description of the National Migration Study". November 1978. Brief description for non-Government interested parties.
7. "Information on the National Migration Study". Pamphlet published in Setswana and English, with illustrations, for Headmen, village residents, local extension workers and District officials; by Carol Kerven, July 1978.
8. Poster in Setswana, with illustrations, on the National Migration Study, by Carol Kerven. Distributed to all areas sampled by NMS. July 1978.
9. "Enumerator Guidebook", by Ralph Field and Carol Kerven. For training and field work use by enumerators in NMS. June 1978.
10. "Guide to Research in the Social Sciences in Botswana 1970's"; by Carol Kerven, March 1979.

11. "Guide for Researchers", by Carol Kerven, March 1979. (Currently being reprinted by the National Institute for Research, for general use by Government in guiding private researchers.
 12. "Rural-Urban Migration and Female-headed Households in Botswana towns: Case Studies of unskilled women workers and female self-employment in a Site and Service Area, Selebi-Phikwe". Working Paper No. 1, by David Cooper, March 1979.
 13. "Economy and Society in Botswana: Some Basic National Socio-Economic Co-ordinates relevant to an interpretation of National Migration Study Statistics", Working Paper No. 2, by David Cooper, June 1979.
 14. "Literature Survey of Botswana Migration; by Braz, Boston University, June 1979.
 15. "National Migration Study Bibliography", by Carol Kerven, July 1979. (Distributed to Government and private researchers).
 16. "Rural-Urban Migration and Agricultural Productivity", by Carol Kerven, August 1979. In association with Rural Sociology Unit, Ministry of Agriculture.
 17. D. Cooper, "Description of NMS Sampling Methodology: Rural, Urban and Mineworkers," December, 1979. (Forthcoming)
 18. D. Cooper, "Questionnaire Manual: Interpretation of Questions and Assessment of Degree of Confidence of Question Response Errors," December, 1979. (Forthcoming)
- B.
1. "Papers presented at the National Migration Study Workshop on Migration Research; March 29-30 1979", edited by Carol Kerven. Following is a list of authors and papers:
 2. D. Cooper, "Rural-Urban Migration and Female-Headed Households in Botswana Towns".
 3. R. Dixey, "Determinants of Supply and Demand of Primary Schooling in Central District, Botswana".

4. E. Kocken and C. Olhenbeck, "Preliminary Conclusions on Socio-Economic Research in Tlokweneng Village"
5. W. Izzard, "Some preliminary thoughts on Migration of Female-Headed Households to Gaborone".
6. F. Nangati, "Constraints on a Precolonial Economy: The Bakwena State and Beginnings of Labour Migration".
7. J. Solway, "Socio-Economic Effects of Labour Migration in Western Kweneng"
8. H. Vierich, "Majako: Seasonal Agricultural Labour Migration"

C. Paper presented at July 1977 N.M.S. Conference

1. David Cooper, University of Birmingham, Sociologist - Selebi-Phikwe 1976. "Some Preliminary Perspectives on Social Stratification in Selebi-Phikwe."
2. Ornulf Gulbrandsen, University of Bergen, Anthropologist. socioeconomic aspects of crop and animal husbandry, Ngwaketse, 1976-77. "A Short Note on Migration based on Data from Ngwaketse District."
3. Carol Kerwen, University of Toronto, Anthropologist. Francistown and Tsamaya, 1975-76. "The Social and Economic Causes and Effects of Migration to Francistown."
4. Brigitte Krogh, University of Aarhus, Denmark, Anthropologist. Labour Migration to S.A. and Zimbabwe and to Botswana towns, focus on Lobatse, Serowe and Recruiting Depots, 1976-78. "About Anthropological Fieldwork on Labour Migration."
5. Adam Kuper, University of Leiden, Anthropologist. "The Tswana Towns and the National Migration Study."
6. Dennis Lewycky, Research for NIR. "Report from Oodi Weavers."
7. Erik Lyby, University of Aarhus, Denmark, Anthropologist. Economic and Social Effects of internal and external migration for Botswana, focus on Kanye, Shakawe, Recruiting Depots, Gaborone, 1976-78. "A Preliminary Report on the Effects of Mine Labour Migration in Botswana."

8. David Massey, Boston University, Geographer/Economist. Mine labour to S.A. with focus on Kgatleng, 1976-78. "The Hut Tax and Migrant Labour in Botswana: A Case study."
 9. Robson Silitshena, University of Botswana and Swaziland, Geographer. "Preliminary Notes on some Characteristics of Households and population that is settled permanently at the lands in the Kweneng District."
 10. Smith, Christine, Ministry of Finance & Dev. Planning, Gaborone, Economist: "Some effects of migration on Primary School Attendance in the Kuenong District of Botswana".
- D. Researchers Liaising with NMS since 1977 Conference
1. Brigitte Krogh and Erik Lyby. Preliminary Draft of NMS Mineworkers questionnaire.
 2. David Massey. "Recent Changes in Labour Supply Patterns to South Africa, "Private paper sent to NMS.
 3. Ronald Osterlin, Dept. of Human and Economic Geography, University of Gothenburg. Proposed research project, late 1978, "Some Essential Factors in Housing Development. A study of Present-day conditions in Botswana."
 4. Jackie Solway, University of Toronto, Anthropologist. 1978 Western kweneng study of economy and migration, Dutilwe village.
 5. John Taylor, University of Liverpool, Geographer. 1976-77, effects on mine labour to South Africa, Kweneng District.
 6. Helga Verich, University of Toronto, Anthropologist. 1977-78 Kweneng Remote Area Development. "The Relevance of including 'Nomadic' groups in Botswana's migration study." Paper submitted to NMS.
 7. Bill Woods, University of Copenhagen, Institute of Political Studies. "Progress Report on the Development of a Preliminary Computer Model of the Southern African Labour Reserve." 1977 paper submitted to NMS.
 8. Rachael Dixey, "Primary School Attendance in Central District", December 1978, Paper circulated to Government.
 9. Christiaan Ulhenbeck and Els Kocken, "Interim Report of Tlokweg Research", December 1978. Paper circulated to Government.

10. Bob Lucas, "The Distribution of Wages and Employment in Botswana", Boston University for the RIDS Conference 1979.
11. Bob Lucas, "The Distribution and Efficiency of Crop Production in Botswana", Boston University for RIDS Conference 1979.

D. NMS Contribution to Other Studies

1. Use of enumerators in the Maledi Baseline Survey.
2. Use of NMS core questionnaire by International Year of the Child Survey.
3. Use of NMS core questionnaire and NMS enumerators in the Pelerg Baseline Survey.
4. Use of NMS Kweneng survey results in the Kweneng Drought Survey.
5. Use of NMS data in the following papers:

C. Allison, "Derivation of Urban Population Estimates."

"Income Distribution in Urban Areas, Preliminary Findings."

"Expenditure and Income Comparison, Preliminary Findings."

"Expenditure on Medical Services, Analysis of Round 2 and 3 Data."

Department of Town and Regional Planning, "Analysis of Mochudi, Mahalapye, Tomatal and Shashe."