

ASIST

ADVISORY SUPPORT INFORMATION SERVICES AND TRAINING FOR LABOUR-BASED PROGRAMMES

A programme executed by the Development Policies Department (POLDEV) of the ILO

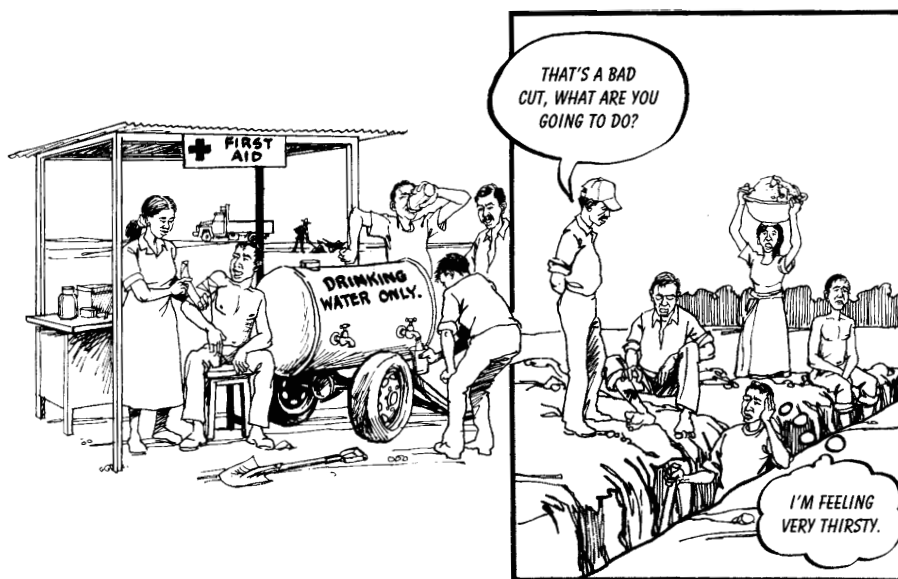
Bulletin No.8 January 1999

Employment ... ? yes, but quality employment with fair working conditions ... !

By Jan de Veen, POLDEV, ILO, Geneva

During the 1970s and the first half of the 1980s, in promoting the use of labour-based approaches for infrastructure construction and maintenance, the ILO worked directly with government agencies in some 30 developing countries. During the latter half of the 1980s a significant shift took place towards increased involvement of the private sector, particularly in the implementation of civil works. Many countries initiated contractor development projects, while at the same time establishing an agency capacity to manage and monitor the contract work.

Small local contractors proved very successful in carrying out labour-based irrigation and rural roadworks for several reasons. First, the intensive use of locally available resources required relatively limited capital investments in heavy equipment, (raising capital and particularly foreign exchange is a big problem for small contractors). Instead, it drew heavily upon the contrac-



Even small improvements make a big difference

tors' knowledge of local people and conditions (a mostly unexploited strength of local contractors). Second, develop-

ment programmes aimed to establish a reasonable working environment, e.g.

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Labour standards; Environmental issues; Gender issues

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Community participation and gender sensitivity

Irrigation, forestry and environmental protection in Nepal

By Mr. Lokollo, ILO, Kathmandu, Nepal

The project at a glance

After six years implementation in Nepal, the efforts of promoting popular participation in irrigation development seems to bear fruit. The final evaluation of the project has been positive and keen interest has been engendered at central level.

The entry point for the Dhaulagiri Irrigation Development Project (DIDP) in 1989 was to secure sufficient and reliable irrigation water to small scale farmers in the mountains of Nepal, in

order to increase food production, and thereby contribute to the alleviation of poverty.

Sufficient irrigation water has increased food production in most implemented sub-projects by about 20-30%, either due to increased yields or to changes in the cropping pattern, e.g. from two to three crops per year. The implementation strategy has been a demand-driven, employment intensive and popular participation approach.

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The work of ASIST

The Employment-Intensive Programme (EIP) is a large scale technical co-operation programme promoting the use of local resource based technologies in infrastructure works in developing countries, and strengthening their capacity to apply such technologies.

ASIST currently comprises two regional support programmes in Africa and Asia working within the framework of the EIP. Their objective is to increase the use of cost-effective labour-based methods with fair working conditions in Sub-Saharan Africa, Asia and the Pacific, and thereby promote em-

ployment and income generation in the rural and urban areas.

Advisory Support

ASIST provides comprehensive policy, planning and technical advice. ASIST advises on project and programme design, co-ordination, monitoring, and review of both urban and rural labour-based programmes, and rural travel and transport programmes.

Information Services

ASIST actively gathers, synthesises and disseminates relevant published and unpublished information on and related to rural and urban labour-based

technology and rural travel and transport. ASIST provides a Technical Enquiry Service to respond to specific requests for information. ASIST maintains a database of contact persons and institutions involved in the promotion and development of labour-based technology and rural travel and transport.

Training

ASIST provides support to national training institutions and universities in the development and provision of training in labour-based technology and rural travel and transport. This involves support in the development of curricula, training programmes and material, as well as training techniques and methodology. ASIST also facilitates annual international training courses for engineers, senior technicians and trainers in collaboration with the Ministry of Public Works and Housing, Kisii Training Centre, in Kenya.

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We regret to announce that our dearest colleague Monica Dombo, Administrative Assistant, passed away on 9 January 1999. She will be greatly missed for her serious, efficient, hard work and remarkable contribution to ASIST. Her personal engagement in the well-being of all staff and visitors was appreciated by everybody, and her positive, helpful, generous and cheerful disposition will be remembered for a long time to come.

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editorial

This Bulletin shows examples of guidance available and practical interventions to be undertaken to better address issues related to casual labour, gender and the environment. Like people in other professions, engineers and planners want to show that they are competent. Professional work, in terms of labour-based infrastructure works, is not limited to the proper technical designs and construction of, for instance, a road to a village or a drain in an urban settlement.

Labour-based works means labour features as an important component. When engaging people, the international and national rules and regulations are not the only vital elements. If good labour policies and practices are established, important benefits can accrue to the employers from productivity increases.

Gender equality should come as a natural part of good labour practices. Furthermore, when it comes to the choice of interventions, be it in infrastructure, transport means, or location of services, a good gender balance

must be achieved. This, however, has not been evident. Gender imbalances have sidelined women in the decision making process on interventions and investments.

Environmental issues have been in the forefront of discussion in recent years. Pressure groups and politicians have managed to change the attitude of many technocrats. Evidence from the field shows, however, that there is still a lot to learn in terms of practical measures in infrastructure development and maintenance.

The Bulletin covers a large number of issues. However, the examples and references to appropriate material should encourage us to address these issues in a more professional manner, and this will reflect on our image as engineers and planners. It will also greatly benefit our clients and beneficiaries. They will be fairly treated, and will get better and more cost-effective interventions and investments that benefit a wider part of the population. This is being professional!

Terje Tessem, Programme Director

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Investment in soil conservation along roads: Was money well spent?

Experience from the minor roads pilot soil conservation project in Kenya

By Arne Eriksson, Agrisystems, Nairobi, Kenya (acted as a project adviser)



Construction of artificial waterway to convey water safely to a disposal point

Fear of high costs for soil conservation along roads has been a major obstacle delaying inclusion of these environmental aspects in rural road programmes.

Experience from the Kenyan Minor Roads Soil Conservation Pilot Project, which was implemented 1990-1992 by the Ministry of Public Works (MoPW) in collaboration with the Ministry of Agriculture (MoA), showed that low cost technology could be effective. The limited data available indicate that investment in soil conservation would possibly be justified by future reduced costs for road maintenance.

Conflict between road builders and farmers result in inadequate road drainage

Soil erosion caused by road drainage has been recognised as a serious problem in parts of Kenya, particularly in intensively cultivated areas in hilly terrain, and in semi-arid areas with poor vegetative ground cover. Studies showed that in some areas up to 90% of culvert out-falls cause gully erosion.

This situation has caused conflicts between the Roads Department and farmers making it almost impossible to upgrade and maintain a road to set standards, unless farmers are satisfied that measures are taken to limit soil erosion damage.

Drainage systems discharging water onto farmland, that are installed without farmers' acceptance, are often deliberately blocked by them.

Apart from looking at the road and the road reserve, the Pilot Project looked into off-road soil conservation in the catchment above the road (upper catchment) and below the road (lower catchment), and into the construction and stabilising of drainage out-falls for safe discharge of water.

Benefits from off-road soil conservation

Soil conservation is promoted as part of the Ministry of Agriculture land management programmes, with extension packages offering sufficient yield increase to be implemented without government subsidies.

Farmers adopting soil conservation measures realise that they can now control the water and make productive use of it. This change in farmers' attitudes towards viewing water as a friend instead of their enemy is a most important achievement.

Within the Pilot Project, the MoA gave priority to critical catchments above and below the road. The Roads Department consulted land owners during the planning of road drainage. As a result of shown commitment towards limiting eventual damages from water discharge, no single farmer refused to have water channelled over his or her land. Five years later, no culverts and drains along the pilot project roads have been blocked by farmers and there is generally very little erosion damage.

Expected level of benefits

i) **Reduced cost for periodic maintenance**
Although we have no country wide studies indicating actual levels of reduced costs for periodic maintenance, there are indications that this benefit alone could financially justify the relatively marginal additional cost for off-road soil conservation. Studies are urgently needed to find the level of expected savings.

Over an eight-year period, we find that the total cost of road maintenance, (including the initial investment in soil conservation), would be 69% of the cost for the alternative without soil conservation.

ii) **Repairs as compared to prevention**
The following example illustrates the cost difference between prevention and repairs.

Road E 560 runs between Nyeri and Murang'a Districts. Four kilometres were constructed with soil conservation measures, and four without.

In 1997, five years after construction, there was still no soil erosion damage on the section with soil conservation despite no maintenance work being carried out.

Three years after construction, most of the culverts (twelve) along the section without soil conservation have developed gullies, gradually eating away the road (culvert rings are already falling one by one into the gullies). The cost of repairs is estimated to be 2.7 times higher than the cost of prevention.

Comparing the present net value of expenditure with and without soil conservation shows that waiting for repairs to be carried out three years after the road is constructed would cost two times as much as prevention would have cost initially. ■

Environmental Impact Assessment (EIA) as a component of the road project cycle

By Arundhati Inamdar-Willetts, Environmental Consultant, Nairobi

Environmental Impact Assessment, or EIA, is the process of identifying and predicting environmental and social impacts that may result from any development or intervention. During the process, the causes of these impacts are determined, and thereafter solutions are developed to check, avoid or prevent both existing and anticipated impacts. Impacts may affect, or result from, the physical environment (for example, soils or hydrology), the natural environment (e.g. forests or wetlands), the human environment (e.g. public health, settlement) or production systems such as agricultural activities or livestock keeping.

When engineers come across the term EIA, their first reaction may be lack of comprehension, suspicion or even aversion. These reactions stem from the fact that EIA is still a relatively new notion in roadworks activities in developing countries, and few engineers or people involved in the road sector actually understand what it is. Most frequently EIA is regarded as a hindrance to road projects.

A road project involves a number of stages: planning, feasibility, design, construction, operation and maintenance. All the steps in the EIA process can be undertaken during these stages. The basic steps of an EIA are described below, in relation to when in the project cycle they should be carried out.

Conceptualising, or identification of, the road project in terms of national or local development priorities is the first stage in a road project cycle. At this stage screening, which is the first step in an EIA, is done. The objective of screening is to determine the extent and detail to which an environmental assessment is necessary. For example, improvement works to an existing main road may only require limited or partial analysis. But if the road passes through a protected area (such as a national park) or if a new road alignment is necessary, then a much more detailed study is required.

The environmental impact assessment study itself involves a number of steps.

If a detailed EIA is required, then a scoping exercise is carried out to ascertain the main issues of concern that the EIA study should focus on. Scoping allows for the planning of the EIA study and forms its terms of reference. Scoping should be done during the pre-

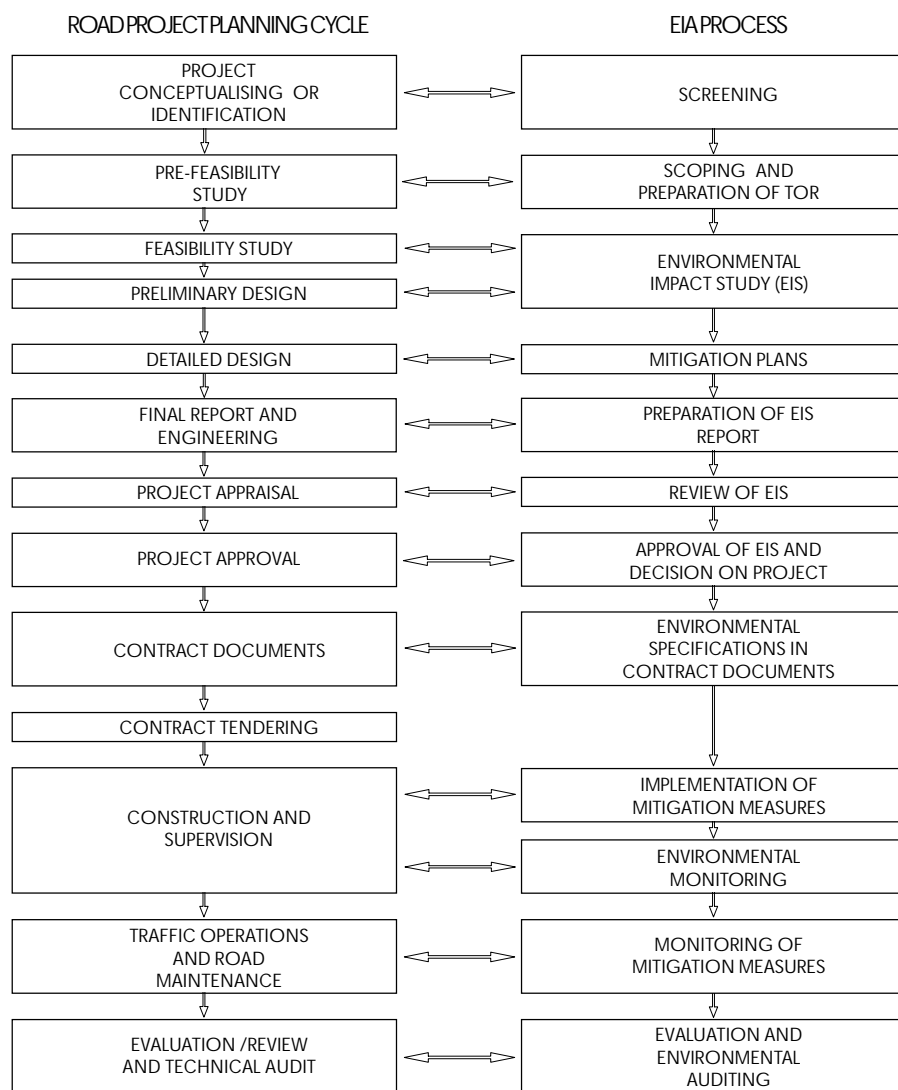
feasibility stage. This step is omitted for a partial EIA.

A baseline study is then undertaken to establish the social and environmental setting that may be affected by the road project.

Field surveys are conducted, positive and negative impacts and their causes are investigated and analysed, and appropriate solutions or mitigation measures are developed. The analysis also addresses means for enhancing positive impacts. These activities should form part of the feasibility study and preliminary design. Both mitigation and enhancement measures are presented in an environmental mitigation plan, which indicates the schedule for implementation of these measures, who is responsible for mitigation and enhancement, and associated costs. Mitigation plans should be included in the detailed design.

The findings and recommendations of the EIA study are contained in an

EIA AND THE TYPICAL ROAD PROJECT CYCLE



environmental impact statement. The statement should be a component of the Final Report and Engineering Drawings. In addition, environmental specifications should be included in the Contract Documents.

Recommended mitigation and enhancement measures are then implemented during the construction phase.

Monitoring of mitigation and enhancement measures is carried out during construction, during operation (including the defects liability period) and during road maintenance. Using the baseline survey as a benchmark, monitoring ensures that mitigation measures are being implemented in an environmentally and socially friendly manner, and that these measures themselves do not give rise to undesirable impacts. It also enables the identification of impacts that were not predicted by the EIA study, so that action can be taken to prevent or mitigate these unforeseen impacts.

An evaluation is carried out to assess whether the proposed mitigation and enhancement measures have been successful. If they have not been satisfactory, then the reasons for this must be determined and alternative mitigation measures must be developed. Evaluation also allows trends in environmental improvement or regression to be established, on the basis of information gathered during monitoring. Evaluations can be done as part of road project or sector reviews.

Technical audits are often carried out for road projects or programmes. Environmental audits can be incorporated into these audits. Their purpose is to compare actual and predicted impacts, and to assess the accuracy of the findings and recommendations of the EIA study.

The figure on page four compares the typical stages of a road project cycle with those in an EIA, and thus illustrates how an EIA can be integrated into planning, design, construction, operation and maintenance.

In conclusion, it is important to emphasise that in carrying out an EIA, no new concepts are introduced. Rather, EIA allows for the integration of environmental management into existing stages of a normal road project cycle. By doing this, reactive environmental assessments (i.e. situations where EIAs are done after the design stage or during construction, when problems become apparent) are avoided, and consequently road projects will become environmentally and socially acceptable. Moreover, EIA will be seen as a tool for enhancing the planning and implementation of road projects. ■

Reducing the transport burden: Women and rural transport

By Doris Chingozho, Intermediate Technology Development Group (ITDG), Harare

In Sub-Saharan Africa, rural people, particularly women, bear the brunt of meeting the arduous transport demands of their day-to-day tasks. The situation in Zimbabwe confirms this.

Fundamentally, the rural transport issue in Zimbabwe and Sub-Saharan Africa is largely ignored or given marginal consideration in the transport policies of rural development. Since Zimbabwe's independence in 1980, a lot of effort has been put into processes for developing and improving health, education and the economy at large, but not much has been done to improve rural transport networks which are the

conduits that should facilitate development. Taking into account that Zimbabwe is an

agro-based economy with 75% of its population in rural areas, improving rural access using low cost means should be a key tenet of development. The problem that stalled this development was that, soon after independence, the highly centralised system of government inhibited the realisation of rural opportunities and demands.

Much emphasis was placed on improving urban roads' carrying capacity to cater for the increasing urban population. As a result, even in 1998, there is not yet a comprehensive rural transport policy. The 1997 landmark Rural Transport Study (RTS), by the Ministry of Transport and Energy (MoTE), with the technical support of the ILO, is the only point of reference available. However, this is now changing with the devolvement of central government functions to local governing authorities such as the Rural District Councils (RDCs). Successful implementation of the recommendations in the RTS will also improve the situation. Yet another problem is that financing and maintaining road development is a capital-intensive venture that needs substantial resources. External aid has been very useful, but the government lacks the capacity to sustain the requirements.

Whilst current statistics on paved roads in Zimbabwe are impressive, even on a regional scale, the situation in the rural areas is different. Access to rural areas is constrained by poor, winding roads that at times are impassable during the rainy season. This has various implications for the rural people. Firstly, it scares away public transport like buses. There are delays in transporting their goods and services. The nature and size of business operations are also constrained. Small-scale dairy and horticultural farmers for instance have to throw away milk and vegetable produce due to transport

problems. Where transport is available for hire, hiring fees are exorbitant. As a result,

farmers either transport co-operatively or individually, but at unacceptably high costs, which are in some cases not recoverable. This reduces development, increasing the levels of marginalisation.

The majority of travelling and transport in the rural areas is done by women on foot carrying head-loads.

How poor transport affects women's lives

Women in the rural areas face tremendous transport problems in meeting the requirements of their daily duties. The RTS indicates that women and girls do most of the traditionally female prescribed roles. In addition, they also do male tasks since men are absent most of the time. The majority of travelling and transport in the rural areas is done by women on foot carrying head-loads. This applies to collecting firewood, collecting water, going to the grinding mill and commercial centres. The RTS indicates that 95% of water collection is carried out by girls and women, entailing an average of four trips on foot daily carrying a 25 litre bucket for two to three hours. The rural population depends on firewood as fuel. This implies more travelling and carrying demands and the burden on women increases.

gender issues

On average, 85% to 90% of firewood trips are carried out by women and the frequency depends on family size and consumption, distance to firewood source, and the use of an Intermediate Means of Transport (IMT). The situation for grinding mills is much the same. ITDG has been instrumental in supporting the development and use of IMTs in Zimbabwe to mitigate these problems. These include a number of interventions such as wheelbarrows, sack barrows, water barrows, water carts, push and scotch carts, carrying devices for animals, etc. Bicycles are also another useful IMT, but largely owned and used by men.

IT Zimbabwe and the ILO have described these IMTs in two publications on Low-cost transport devices. One is a User's Guide and the other a Manufacturer's Guide. The books are available from ASIST. Through the use of IMTs by those who have access to them, women can now save time for other social, economic and in some cases political oriented activities, thus enhancing their empowerment capacity. They can now engage in income-generating projects such as sewing and gardening, increasing their incomes.

Impact of transport interventions

The gender impacts of IMTs have been substantial enough to warrant further efforts in this direction. Women in areas where IMTs have been disseminated are positive about the impact of the transport devices, although access and degree of benefits is not always equal. Statistics from Chiota in Mashonaland East Province of Zimbabwe show that only one household was found with IMTs. Therefore, the statistics from Chiota show that, out of the 27 surveyed households, 18 (66.5%) said that the technology is not gender sensitive and only nine (33.5%) were positive. These views differ from those who have been exposed to IMTs. The evidence from Chivi and Nyanga is that the carts are light to lift and easy to use, and the don-

For women it is not the nature of the technology that matters most, but its availability at low cost.

keys are easy to harness. This does not cause physical strain on the women and traction stress on the draft animals. The water carrier is also gender sensitive and can be easily used by women and even small children. The water cart can also be converted into a wheelbar-



Woman with donkey carrying water drums, Eastern Cape

row by removing the drums, and can be reinforced to act as a ripper as well as making it a lot more convenient for women's varied and demanding tasks. The wheelbarrow has a neutral gender image, i.e. it is not perceived as an exclusively 'male' or 'female' vehicle, unlike a bicycle which in design and use tends to be seen as transport for men. The most popular feature of IMTs is the 'split rim' concept on the carts. Women said that it is very easy to remove a punctured tyre, thus negating the need to wait for men's assistance.

What matters most

Whilst the issue of gender sensitive technology has received popular support, new findings indicate that it is not just the orientation of the technology that is important but its access at low cost that matters most. There has been no other significant issue raised besides making the technology lighter, and improving roads that are mostly used by women. Women in Chiota have been forced to partake in heavy duties that are traditionally for men.

This complex set-up can be explained from two angles. Firstly, from a sample of 27 rural households surveyed, 40.7% are largely female managed and 29.6% are female headed with only 25.9% being male headed. Women do most of the heavy work in the fields.

Secondly, they said they have little resources available, and therefore do more work to increase their little monetary base as much as possible. This is due to increasingly harsh economic marginalisation, partly as a result of the Economic Structural Adjustment Programme (ESAP).

Whilst women acknowledged that some wheelbarrows are lighter, they complained that they break easily and cannot withstand the everyday work typical of the rural areas. The fact that punctured ox-cart tyres are difficult to replace is a general complaint, but women can do it if they are properly taught how to. The major problem is that they lack money to pay for the repairs; thus it can stay for months without repair. Surveys from Nyanga did not show any complaints on gender but on fundamental mechanical designs, such as smaller capacity and short height. While a gender analysis is important, research should concentrate on designing low cost technology that is appropriate to the harsh rural conditions. For women, it is not the nature of the technology that matters most, but its availability at low cost.

Therefore rural transport problems as highlighted above are phenomenal. The mainstreaming of rural transport policy in Zimbabwe's development objectives has the potential to reduce this burden. The policy should also take into account complex and dynamic relationships within rural communities. ■

Continued from page 1

From single to multi-sector approach

From the outset, the DIDP was a single sector project under the Department of Irrigation. While irrigation remained the key intervention, additional activities such as agricultural extension, income generation, environmental protection, community forestry, mini hydro power, etc. have been implemented by DIDP or jointly with other relevant agencies.

Women are getting recognised

Realising the importance of women in the agricultural process, the DIDP has given special attention to the organisation of women as a constant source of information. Formation and training of Women Saving Groups (WSGs) has proved to be a successful means of improving living standards, and of making families self-reliant and less vulnerable.

WSGs have been introduced to and trained in summer, winter and off-seasonal vegetable production. Irrigation, and improved techniques and varieties, have ensured additional incomes and better nutrition for families, earning the women recognition and respect from the men. WSGs in Myagifi District have on their own initiative formed a district women group. One of their priorities is to establish a co-operative vegetable seed centre in the district.

Participatory approach

Sufficiency of water is regarded as one of the core issues to increase food production. In order to sustain implemented irrigation infrastructure, popular participation has been perceived not only as involving farmers in construction and rehabilitation of irrigation schemes, but principally as a means to develop institutional, financial and administrative units which a community needs to operate and maintain an irrigation scheme. Farmers and committee members have received relevant training in order to develop and improve local skills.

Involvement of NGOs

A tripartite setup between the District Irrigation Office (DIO), DIDP, and NGOs has been tried out with a fair amount of success. NGOs have worked



Women using improved irrigation techniques

at grass-root level as community organisers, giving training in income generating activities and environmental protection. In co-operation with the DIOs, NGOs have been responsible for local institutional building.

An innovative approach

With its status as a pilot project, the DIDP has the flexibility and the obligation to experiment with new implementation strategies.

One innovation is the 'piecework system'. The piecework system allows the breakage of construction work into pieces and the tendering of it to construction groups within the community. Work beyond the capacity of the construction group is invited by tender for lowest level contractors.

The piecework system allows to a larger extent than earlier for the beneficiaries to participate in construction work and to secure ownership of irrigation infrastructures. Piecework is furthermore gender neutral as work is paid per piece no matter the gender, cast, etc.

'Minimum Assistance' projects are another DIDP innovation. For small schemes or schemes requiring only minor inputs, minimum assistance becomes a promising alternative. Construction materials are delivered at the nearest road head, and skills training given. Construction work and transport remain the responsibility of the beneficiaries. This approach has shown to be very promising and of great satisfaction to the beneficiaries.

DIDP in key figures

- ✓ 67 sub-projects implemented
- ✓ 6000 households involved
- ✓ 2,585 ha land irrigated
- ✓ Cost per ha: from US\$1,030 to 77
- ✓ 350,000 paid workdays generated
- ✓ 70% of direct construction cost spent on labour
- ✓ 67 Farmer's Irrigation Associations (FIA) and Water Users Management Committees (WUMCs) formed
- ✓ 90 Women Saving Groups formed
- ✓ ILO Technical Assistance to His Majesty's Government of Nepal
- ✓ Multi-bilateral DANIDA funding: US\$ 3.7 million
- ✓ Additional support from UNDP, British VSO, Danish Association for International Co-operation (MS), WFP, UNICEF and HMG Nepal
- ✓ 3000 women trained
- ✓ 300 farmers and officials trained
- ✓ Considerable amount of training, e.g. agricultural extension, income generating activities, construction skills, environmental protection, water management, leadership training, accounting, etc. ■

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by introducing administrative systems that allow timely and regular payment for construction. Third, technical and business management training was provided, enabling the contractors to perform efficiently both in terms of managing labour-based sites and in running their businesses.

However, the use of labour-based methods through the private sector is potentially more risky than a situation where a government agency directly executes the work. In the latter case, the agency concerned will normally automatically apply the labour regulations related to the workers employed by it. But, when contractors are involved, temptations exist to increase profit margins by underpaying workers or in other ways to reduce costs by lowering working conditions. Fortunately, many local contractors consider good working conditions essential for their relations with their workers and the long-term prospects of their enterprise. Most are, therefore, keen to know and apply the relevant labour regulations, to treat their workers fairly and to pay them regularly and on time.

It remains essential nevertheless in labour-based infrastructure works to give the right priority to labour issues and to introduce regulations to avoid worker exploitation and improve upon worker's productivity. The best guarantee for large-scale and successful labour-based programmes — whether executed by the private or the public sector — is a motivated and fairly treated workforce!

So, what are the most important issues to consider? As a first consideration, child labour and forced labour should be avoided through the application of the related labour legislation in the country concerned. In respect of forced labour it must be ensured that 'voluntary' contributions are truly voluntary, in other words that the workers concerned work for their own benefit and are not forced in any way.

Then, workers should get a fair wage, at least equal to minimum wages or to applicable collectively bargained wage levels where these exist. Where these do not exist or where they are clearly irrelevant to the labour-based sector, an attempt should be made to negotiate an agreement with the social partners involved. The wage level for unskilled agricultural labour or the closest comparable regulated wage for similar work could be used as a starting point for such negotiations, leading to a collective agreement. There are also clear guidelines on the use of

payment in kind (food or other) or partial payment (incentives for community initiatives) for works of this nature.¹ It is equally important — both for the employer and the workers, although for different reasons — that wages are paid regularly and on time.

Furthermore, there is the issue of ensuring a minimum level of social protection. Although it will be very difficult to arrange for social security schemes in this sector, an essential minimum is some form of insurance coverage for work-related injuries, complemented by measures to avoid accidents on worksites. Where contracts are concerned, the related costs should be borne by the responsible contractor, who in turn should be in a position to pass on these costs to the client through a specific item in the contract.

Equal treatment of male and female workers is another issue to be taken seriously. Men and women should get equal pay for comparable tasks, as well as equal access to employment and higher level supervisory and management jobs.

Finally, the basic minimum working conditions on sites should be defined and enforced. Minimum measures would include the availability of clean drinking water, first aid facilities, and protective clothing for dangerous work such as rock-breaking.

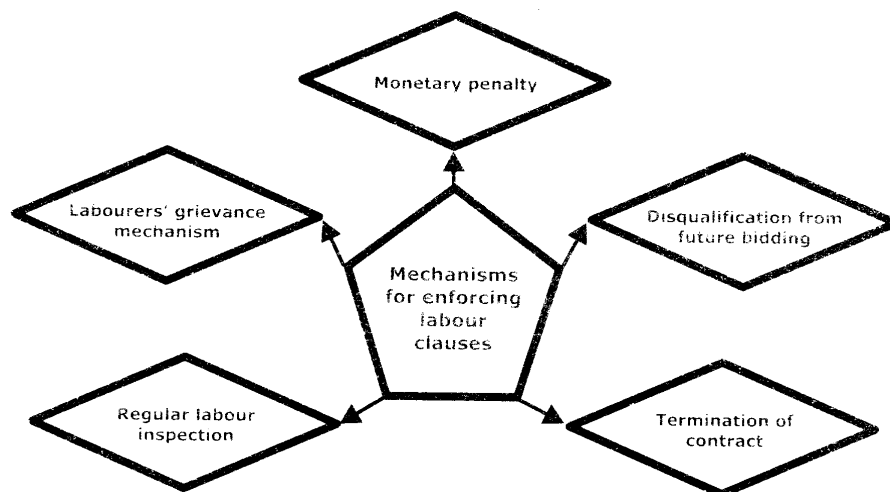
Of course, all this costs money, and may be difficult to enforce on many and dispersed worksites, particularly when the private sector is involved. Use should therefore be made of the tendering and contract system for this purpose. Simple contract documents should be introduced with appropriate clauses on the treatment of workers, dealing with the issues discussed above. The client — for civil works in most cases a government agency —

should define the items of particular concern in the tender documents and be prepared to accept the additional costs involved as specified in the contractors' bid. Similarly, the agency has the obligation to make timely and regular payments for certified work thereby enabling the contractor to pay the workers timely and regularly.

The development of such a 'fair' working environment will take time and effort, but is indispensable for labour-based programmes to last, and for local labour-based contracting firms to have a long term future. The involvement of representatives of government, employers and workers in defining appropriate standards, conditions and regulations is important. For this reason the employment-intensive infrastructure projects supported by the ILO strongly encourage the formation of contractors' and workers' associations, and the start of a dialogue between the social partners concerning the labour issues referred to in this article. The Labour Policies and Practices Guide mentioned in the footnote presents the current experience on how these issues may be dealt with in the project environment. It also gives guidance and advice to government ministries responsible for civil works, labour and employment and to workers' and employers' organisations² on how to jointly make progress in this field. ■

¹See Annex 3 of Employment-Intensive Infrastructure Programmes: Labour policies and practices, D. Tajgman and J. de Veen, ILO, Geneva, 1998.

²Upon request to ILO/ASIST or the Development Policies Department of the ILO in Geneva, reasonable numbers of copies of this Guide will be made available free of charge to ILO constituents and labour-based practitioners.



Mechanisms for enforcing labour clauses

What is child labour?

By Mary Mbeo-Manyasi, International Programme for Elimination of Child Labour (IPEC), Nairobi

In all regions of the world, the discussion of what constitutes child labour is complicated by the perception and cultural traditions of different countries. What is appropriate work for children to carry out as part of becoming productive members of families and societies? Looking at what constitutes child labour in international standards clarifies that some work by children is allowed. Work which subjects children to exploitation and abuse is prohibited. This prohibited work is child labour.

Causes of child labour

Poverty is the most important reason why children work. Poor households need the money which their children can earn, and children commonly contribute around 20-25 per cent of farming income. Since by definition poor households spend the bulk of their income on food, it is clear that the income provided by working children is critical to their survival. Other factors that impact on child labour include large household size, single parent households, lack of universal education leading to a low level of formal education, lack of other alternatives to schooling, lack of skills, and cultural acceptance of child work as part of the socialising process.

Hazardous work

The extent of injuries and illnesses to working children is cause for great concern. A large number of working children are significantly affected by various hazards.

Factors which contribute to making work particularly hazardous are as follows.

Age of the child It is critical to the health and development of the child that young children be prohibited from all forms of work. The youth and tenderness of children make them more susceptible to various work-related injuries and illnesses than adults who perform the same kind of work. For very young children the situation is more serious; the younger the child, the more vulnerable he or she is to physical, chemical and other hazards, like dangerous/hazardous machines, at the work-place, and to the economic exploitation of his or her labour.

Sex of the child Almost everywhere girls work longer hours than boys. This is especially true for girls who work outside their homes since they are often expected to help with the housework as well. The greater burden placed on girls may explain their generally lower rate of school attendance and completion.

Hours worked The number of hours that children work is also critically important. Fatigue is a major cause of accidents and can impair intellectual development.

Physical and psychological strain of the activity, and the dangerous and toxic agents and substances to which they are exposed Injuries include punctures, broken or complete loss of body parts, burns and skin diseases, eye and hearing impairment, respiratory and gastro-intestinal illnesses, and fever and headaches caused by excessive heat in the fields or in factories.

Sectors where children are found to work

Mining and construction

Although the number of children working in mining and construction is relatively small, the occurrence of injuries and illnesses is significantly high in both sectors. These are by far the two worst sectors for working children, particularly for working girls; more than one girl in every three (35%) and one boy out of four (26%) are affected by injuries and illnesses if they work in the construction sector; and if they work in mining, where they are exposed to dangerous/hazardous machines, the incidence is one in every five girls (21%) and a little more than one out of six boys (16%).

Commercial agriculture sector

Agriculture, in which most working children are found, is considered by occupational health and safety experts to be among the most dangerous occupations. Climatic exposure, work that is too heavy for young bodies, snake bites, cuts from sharpened tools, and toxic chemicals represent additional hazards.

Informal sector

Children who work in garages are exposed to paint, asbestos, battery acid and lead batteries, as well as to petroleum products. They are exposed to risks from welding and grinding, work long hours crouched, standing, leaning or lying down. In tanneries, children handle skins placed in water and irritating and toxic substances such as calcium carbonate, lime, arsenic and ammonium acid. They breathe nauseating air all day long. Street hawkers trek many kilometres every day carrying along their goods as street vendors.



Child labourers working in a mine

child labour

Domestic service sector

The children who work in this sector are mainly girls. They routinely work very long hours, under pressure, and almost in total isolation from family and friends. They are subjected to physical and sexual abuse. They are the first to rise and last to go to bed, permanently working, with no time to go to school, to go out, or to play. This combination of factors is known to represent a profound risk to the psychosocial health and development of children, particularly the youngest.

Commercial sex

Children, especially girls, are increasingly found in prostitution, which not only threatens their physical safety and health, but seriously damages their emotional development.

Proposed actions

Commitments to eliminating extreme forms of child labour should be implemented through time-bound programmes of action. These programmes should aim at the immediate suppression of extreme forms of child labour and give special attention to those children who are subject to even greater exploitation and abuse because of their special vulnerability. Thus, in particular, work by the very young should be prohibited and special protection given to girls. Along with removing children from intolerable situations, action against hazardous child labour requires a strong rehabilitation component to ensure permanent removal from hazardous work.

Efforts must also be placed on preventive measures if long lasting results are to be achieved.

The political will must be exercised to commit the resources necessary to ensure a future for all children which is free from the scourge of child labour. ■

For further information on child labour contact Mary Mbeo-Manyasi, National Programme Coordinator, IPEC, PO Box 40153, Nairobi, Kenya, Tel: +254-2-576729, Fax: +254-2-566509, Email: ipcc_kenya@africaonline.co.ke

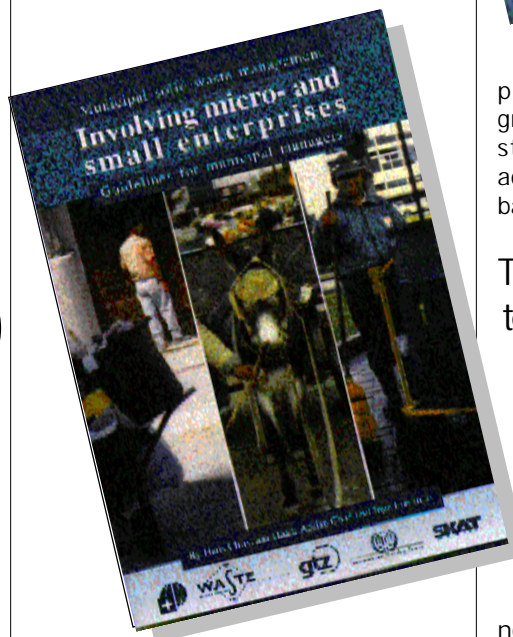


New Publications

Municipal solid waste management involving micro- and small enterprises: Guidelines for municipal managers

Hans Christiaan Haan, Adrian Coad and Inge Lardinois. WASTE, GTZ, ILO, SKAT, 1998, 154pp. ISBN 92-9049-365-8. US\$20.00

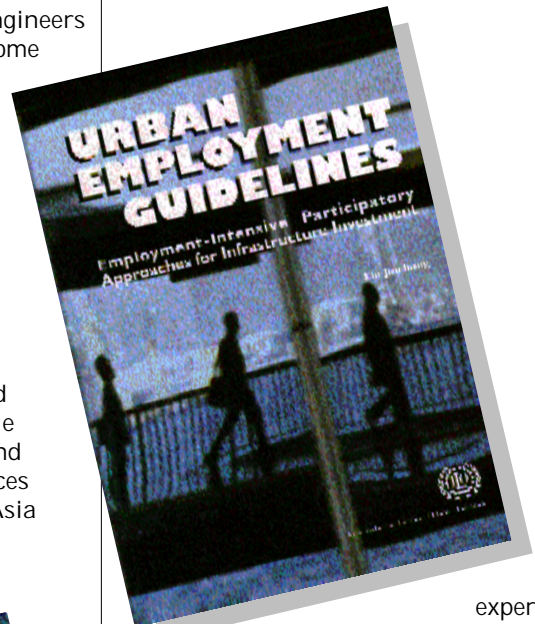
This book is for managers, engineers and administrators who have some responsibility for municipal solid waste management, and who are looking for ways to improve the service or economise. It covers the "Why?" and "How?" of involving new entrepreneurs and small community-based groups in the collection of solid wastes (garbage) from streets, homes and businesses. The book is primarily concerned with situations found in middle and lower-income countries, and draws extensively on experiences in Latin America, Southeast Asia and Africa.



Urban employment guidelines: Employment-intensive participatory infrastructure investment

Liu Jinchang. ILO 1998, 67pp. ISBN 92-2-110944-5. Free on application.

These guidelines have been developed to assist the social partners, local authorities and informal sector organisations with a view to improving productivity and working conditions in the urban informal economy. This document is based on both research and policy works, and the lessons learned from the ILO's country-level technical co-operation activities. The guidelines represent a determination to build on the strengths of the ILO's decades-long



experience in the fields of the urban informal sector and employment-intensive investment programmes. It takes these experiences a step further, both integrating and adapting them to the context of an urbanising world.

The labour-based technology source book: A catalogue of key publications. Fourth (revised) edition

ASIST Information Service. January, 1999, 56pp. Free on application.

Labour-based technology (LBT) is now well established as a viable option

EMPLOYMENT-INTENSIVE INFRASTRUCTURE PROGRAMMES: LABOUR POLICIES AND PRACTICES GUIDE

The Employment-Intensive Programme (EIP) of the ILO has put together a guide on how to deal with labour issues in the context of employment-intensive infrastructure programmes, and on how to ensure these programmes conform to the relevant ILO standards. The guide is called “Employment-Intensive Infrastructure Programmes: Labour policies and practices” and is targeted at those involved with the design and implementation of urban and rural infrastructure projects.

This centrefold is aimed at providing you with a quick overview of what you can expect to find in the guide.

The international labour standards relevant to employment-intensive works

Most countries which adopt labour-based policies have committed themselves to one (or more) of the following pertinent international labour standards. The guide advises on how these can be better implemented. The following are some of the most important labour standards which should be respected.

Equality

Men and women shall receive equal pay for work of equal value.
Equal remuneration convention, 1951 (No. 100)

Freedom from forced labour

Work or service shall not be exacted from any person under the menace of any penalty. Nor shall it be exacted under circumstances where the person has not offered himself or herself voluntarily.
Forced labour convention, 1930 (No. 29)

Freedom of association

Workers and employers shall have the right to establish and join organisations of their own choosing, without prior authorisation. These organisations shall be independent and voluntary in character, and shall be free from all interference, coercion or repression.
Rural workers' organisation convention, 1975 (No. 141);
Freedom of association and protection of the right to organise convention, 1948 (No. 87); Right to organise and collective bargaining convention, 1949 (No. 98)

Minimum age

No person under the age of 15 shall be employed or work. No person under the age of 18 shall be employed or work in hazardous circumstances.
Minimum age convention, 1973 (No. 138)

Minimum wages

Minimum wages shall be established and enforced for groups of wage earners. Minimum wage fixing convention, 1970 (No. 131)

Protection of wages

Wages shall be paid in cash money. Where wages are paid partially in form of allowances in kind, such allowance should be appropriate for the personal use and benefit of the workers, and fair value shall be attributed to such allowances. Protection of wages convention, 1949 (No. 95)

Safety and health

All appropriate precautions shall be taken to ensure that all workplaces are safe. The risk of injury to the safety and health of workers shall be minimised.
Safety and health in construction convention, 1988 (No. 167)

General guidelines on labour policies and practices

In employment-intensive infrastructure programmes the effective management of large numbers of workers is one of the major challenges facing employers, contractors, consultants and supervisors. The guide highlights key issues for consideration and gives advice on how to tackle the following specific management tasks.

1. Recruitment

How to engage a sufficient number of workers for labour-based activities, avoiding forced labour and ensuring equality of opportunity.



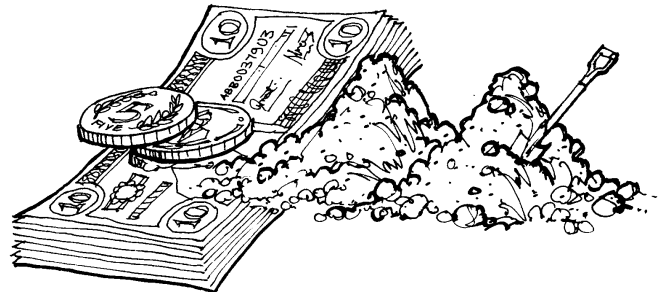
2. Wage setting

How to set appropriate remuneration for unskilled labourers.



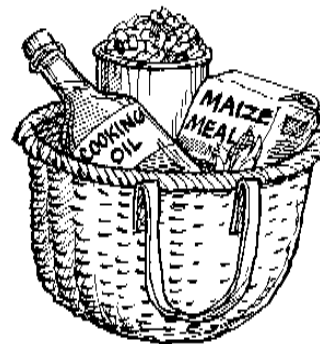
3. Basis of remuneration

How to set a basis of remuneration that (i) prevents abuse, and (ii) optimises productivity.



4. Remuneration in kind

How to determine whether remuneration in kind is an appropriate form of wage payment.



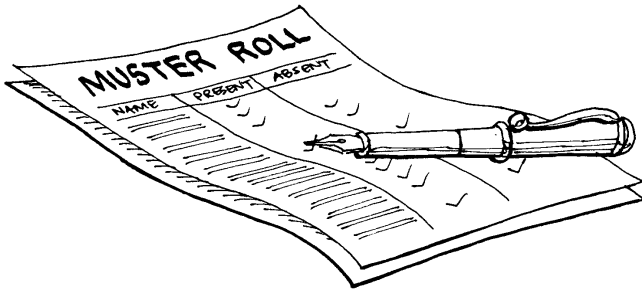
5. Protection of wage payment

How to ensure that workers get the full remuneration to which they are entitled in a timely and regular manner. How to ensure they can freely spend it.



6. Attendance

How to set up effective mechanisms for maintaining an appropriate level of attendance.



7. Other labour regulations not dealing with wages

How to take proper account of other existing labour regulations when implementing labour-based programmes.



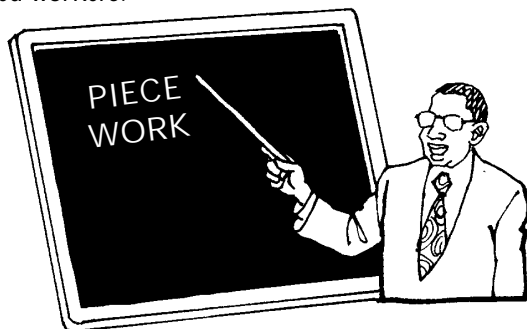
8. Motivation and discipline

How to maintain worker motivation. How to discipline workers.



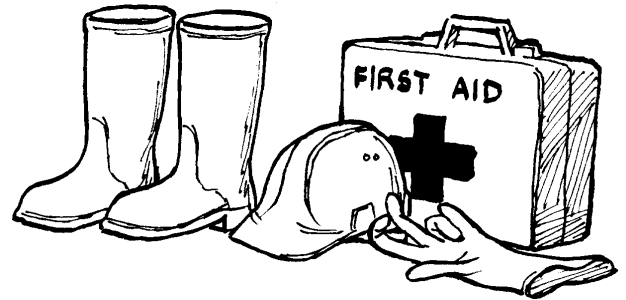
9. Management and supervisory training

How to develop supervisory skills to optimise the organisation, management and motivation of unskilled workers.



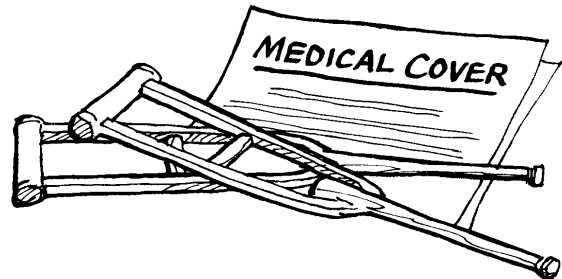
10. Safety and health

How to ensure workers' safety and health at work



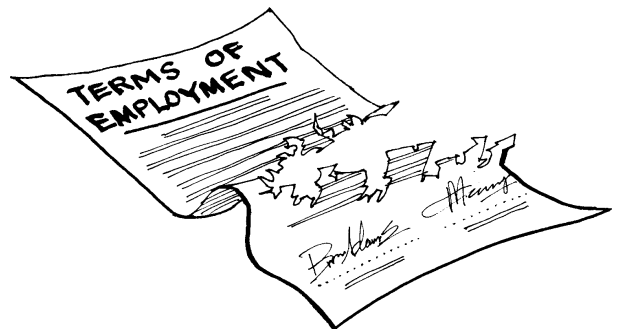
11. Social security and insurance

How to establish types and levels of social security benefits to which workers are entitled



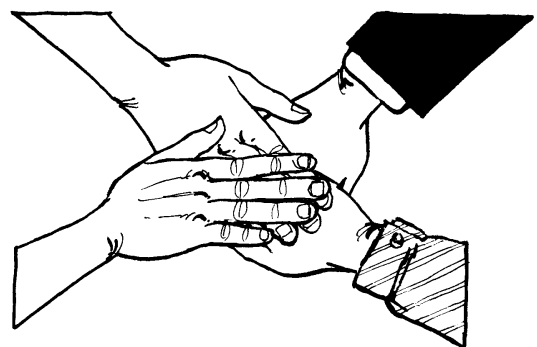
12. Duration and termination of employment

How to establish methods for terminating the employment of workers, both for disciplinary reasons and normally, that is, at the end of the project.



13. Rights of association

How to respect, protect and promote workers', employers' and communities' rights of association.



Recommendations to key actors

Finally, the guide gives recommendations to the following key actors on how to promote good labour policies and practices and how to put them into effect.

Recommendations to government ministries on:

- How ministries of labour and employment can:
 - ✓ influence policies and practices of ministries of civil works towards employment creation with fair working conditions
 - ✓ enforce labour regulations applied to the labour-based sector
 - ✓ encourage workers of labour-based civil works projects to organise themselves
 - ✓ encourage labour-based employers to respect applicable labour laws and provide fair working conditions on site
- How ministries responsible for civil works can:
 - ✓ promote small local contractors
 - ✓ enforce labour clauses



Recommendations to workers and workers' organisations on:

- ✓ how workers' organisations can organise workers in the labour-based infrastructure sector
- ✓ how to develop an understanding of labour-based technologies and incentive systems among workers' representatives, so that the benefits of such systems are understood and abuses prevented
- ✓ how to develop a strategy to prevent exploitation of workers

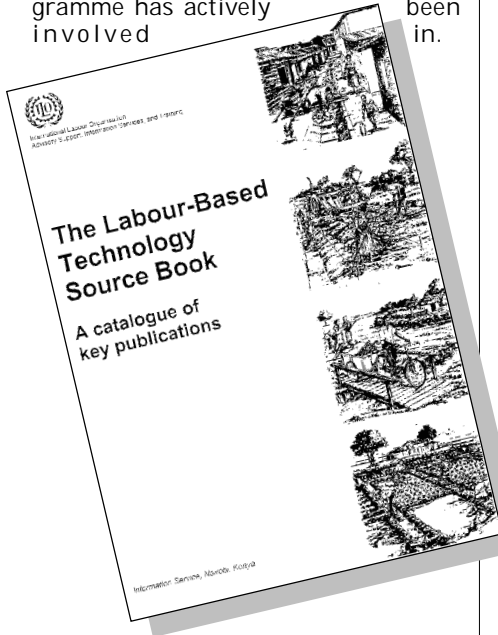


Recommendations to employers and employers' organisations on:

- ✓ the benefits of labour-based contractors organising themselves into business groupings with links to a relevant employers' organisation
- ✓ how employers can ensure that labour-based workers are productive but not exploited



for building infrastructure in countries with low wages and high unemployment. This source book seeks to put together a selective list of the key publications that have been found useful by our partners over the years. The publications cover all aspects of labour-based technology for infrastructure development and rural travel and transport from first steps to detailed implementation. The source book does not intend to provide an exhaustive list of all that is available on labour-based technology but focuses primarily on those sectors that the ASIST programme has actively been involved in.



Book Reviews

A Guide to integrated rural accessibility planning in Tanzania: Gender integrated version

Peter Njenga, Ophilia Mascarenhas and Mhina Edmonds. ILO, Swiss Agency for Development and Cooperation, March 1997, 74pp. Free on application.

Reviewed by Tatenda Mbari, Senior Lecturer, University of Zimbabwe.

This book deals with the subject of integrated rural accessibility planning (IRAP), with clarity, simplicity and pragmatism, thus making the guide a good reference for both the lay person and the practitioner.

The title of the book is rather deceptive. On reading it, one gets the impression that the subject matter addresses only Tanzania. However, the

The IRAP steps are explained in a lucid manner. The last three sections cover institutional arrangements, resource issues, and monitoring and evaluation respectively.

One feature which has been dealt with throughout the book is the need to incorporate gender issues in accessibility planning. The guide emphasises the need for a bottom up approach by involving communities at every stage of the planning cycle and in the identification of priority needs. The guide puts it succinctly, "interventions should be affordable, adaptable to local conditions and use available resources acceptable to users and sustainable." Other important aspects discussed in this book include the need for a holistic approach involving all key stakeholders in action plans, and the two elements of monitoring pertaining to progress of the process and progress against defined targets.

The guide is undoubtedly an important contribution to the understanding of IRAP, and should be a valuable source of reference to any individual or organisation with an interest in rural development.

Gender poverty and employment: Turning capabilities into entitlements

Amelita King Dejardin and Azita Berar Awad. ILO, 70pp. ISBN 92-2-109963-6

Reviewed by Vivien Walden, Independent Health Adviser, and by Jane Tournée, Senior Technical Adviser, ILO/ASIST.

This 70 page publication is advertised as "a practical and didactic guide for policy and programme development, which should be of interest to a wide audience." It is intended to "reinforce further the renewed global com-

mitment for employment promotion, poverty eradication and gender equality."

The publication highlights the position of women in developing countries, that despite economic progress, the poor are becoming poorer: the number of rural women living below the poverty line is actually increasing. In Sub-Saharan Africa, over 30% of rural households are headed by women, while in selected countries such as Bot-

Productivity norms for labour-based construction: Technical Brief No. 2.

David Stiedl, Ulf Brudfors, Mike Shone. ILO/ASIST, 1998, 41pp. US\$4.10

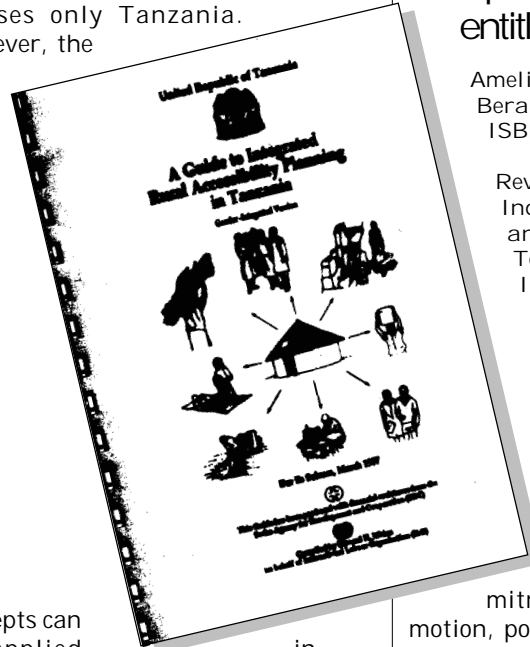
This guideline is targeted at professional staff, either engineers or technicians, who have experience in road construction and maintenance activities and some exposure to the concepts and application of labour-based technology.

The first section deals with definitions, in which the various activities relating to construction are clearly defined. The second section summarises the productivity norms that have been reported from many projects in Africa and Asia. The third section gives guidance on the factors that can affect productivity and how productivity can be improved. It also gives advice on procedures for the setting, measuring and monitoring of activities so that project specific norms can be refined. ■

concepts can be applied in other countries as well to address IRAP issues.

The authors have ably married the IRAP concept with relevant examples from Tanzania.

The guide has an excellent executive summary. The introductory section which sets the scene is followed by a comprehensive section on IRAP steps.



swana, over 45% of households are female headed. Despite these figures, women are still considered to be secondary income earners: they continue to face unequal access to "productive resources and services."

The publication further points out that poverty is more than a problem of income and consumption, that it is also a question of powerlessness. The second part of the brochure, "Breaking out of Poverty" looks at ways of improving the situation of women. The areas covered are land rights and access; education and training; financial resources with a focus on credit; employment opportunities; social protection and empowerment through organisation. Each section contains illustrated examples from different countries and clear Guides for Action.

Under the section on Expanding Wage Opportunities, the participation of women in Employment Intensive Programmes (EIPs) is examined. Unfortunately, despite ILO's nearly 40 years of experience working with line ministries in Africa, nearly all the examples are cited from Special Public Works type programmes and Social Development Funds, and are focused



mainly in South America. Sudan and Botswana do receive a mention with Botswana being the closest example of the type of labour-based programme being implemented in the majority of cases in Sub-Saharan African countries.

This minor criticism apart, the illustrated examples, and the Guides for Action, reinforce the need to address the issues of: setting payment levels; use of self-help; recruitment methods; diversifying of women's jobs; conditions

at the work site; which we see being raised by gender studies at the project and programme levels.

Given the trend towards greater use of the private sector within labour-based programmes, and the need to ensure that the Guides for Action for women's access to employment opportunities are safeguarded (i.e. through contractual obligations on the part of the contractor and appropriate monitoring by the client's representative), we would recommend this publication to all implementers of labour-based works.

Self-help for road construction: When it applies, how it can be encouraged and supported

Experience in Flores, East Indonesia and other countries

Peter Winkelmann. INTERCOOPERATION, Swiss Agency for Development and Cooperation, (expected date of publication: April, 1999)

Reviewed by Jan de Veen, POLDEV, Geneva

Based on field experience in Eastern Indonesia and a number of other countries, this study looks into various aspects of self-help initiatives in road construction: preconditions, supporting measures, sustainability, costs, and potential.

It describes and discusses the results obtained through the provision of minimum training and technical support to communities' traditional self-help efforts in building village roads and motorable tracks. Country level examples from Nepal, Ghana, Tanzania and Lesotho present interesting experience, confirming and complementing observations made in Indonesia, putting the Flores case in a wider perspective.

Some principal conclusions are that if self-help initiatives are to be successful, road access has to be a priority need for the village concerned; that communities are able and willing to provide self-help labour; that there are established self-help traditions; that there is a high degree of social homogeneity and support from local leaders; and finally that there are technically and socially feasible opportunities for road projects.

Other important factors include that a basic transport system (network of main roads and vehicles) is in place, that self-help efforts are supported by government attitudes and policies and that external agencies leave ownership of projects to the communities concerned.

In terms of sustainability, the study concludes that local access roads, built under self-help schemes and considered important for the local economy, stand a good chance of being maintained by the villagers, as long as they feel that responsibility will not be taken over by an external agency. Communities will not discard technology and skills which proved useful to them. Once they have experienced the advantages of correct road surveying and construction, there is little likelihood that they will return to earlier, incorrect methods.

Important questions to be posed before promoting self-help schemes for road projects include: Is the self-help genuine or top-down enforcement by a local elite or government? Can the community afford the investment of self-help labour? Is there sufficient perception of the economic benefits of the planned project? Are there alternatives to self-help labour? Are there alternatives to roads?

If conditions are judged to be favourable, supporting measures should be considered, e.g. training of project staff adapted to the village situation, participatory road planning, surveying, design and construction of ultra-low-cost structures.

Also, villages in the vicinity of a project should be offered supporting measures such as: inclusion of village representatives in project-internal training; provision of technical advice; checking and correcting planned alignments; and provision or lending of tools if necessary.

This publication is recommended reading for all those likely to be involved with self-help road projects. ■

ASIST Bibliographic Database

The electronic database called ASISTDOC is available on request for US\$25.00 for a one year subscription with quarterly updates. It comes in PC format on two 3.5in diskettes, together with the User's Guide.

EIP news

By Jan de Veen, ILO/POLDEV, Geneva

The ILO Governing Body, in its November session, discussed a paper describing how employment intensive approaches in infrastructure investment programmes contribute to productive employment generation in developing countries. This discussion is important in that it was the first time that the Employment Intensive Programme, as it has developed within the ILO, was formally scrutinised and mandated by the ILO's highest guiding council, which comprises 28 government members, 14 worker and 14 employer members. Concurrently with the Governing Body paper the Geneva EIP Unit is also preparing a new general brochure on the programme, as well as a 50 page illustrated information paper. All these documents will be available by the end of April.

Publications

Following a testing period of two years and the receipt of comments from participating universities, the university Undergraduate, Postgraduate and Orientation course materials — prepared by the International Institute for Infrastructural, Hydraulic and Environmental Engineering (IHE) Delft, in close collaboration with the ILO — are now being reproduced in their final version.

A second edition of the recently published ILO publication *Employment-Intensive Infrastructure Programmes, Labour Policies and Procedures* was printed in October and will be widely distributed to users upon request.

New guidelines entitled *Employment-Intensive Infrastructure Programmes: Capacity Building for Contracting in the Construction Sector* will be printed in February and distributed in March. These guidelines

describe how large-scale labour-based infrastructure programmes, carried out by contract, should be developed, drawing on best practices of projects of this nature from countries in Africa, Asia and Latin-America. They discuss aspects essential to their lasting success, including: (i) an environment enabling the effective training and participation of small local contractors and consultants; (ii) methods of ensuring the timely and regular payment of workers and for works; (iii) appropriate and transparent contract systems and procedures; (iv) targeted technical and business management training for contractors and consultants; (v) definition, introduction and enforcement of relevant labour regulations; and (vi) provision to local contractors of access to works, credit, materials, tools and light equipment.

Staffing

On the staffing side Steve Miller has left Geneva to take up a challenging assignment in New York, assisting with the ILO preparation for the new World Social Summit, scheduled to take place in the year 2000. We wish him all the best with his new assignment.

Gerhard Feistauer was transferred from Bangkok to join the Geneva EIP unit in October last year. A decision on his replacement in Bangkok is expected to be made in the second quarter of 1999.

Inter-regional projects

Africa

As agreed in Kampala in October 1997, the African university network coordinators have submitted a proposal for a follow-up initiative to the current Sida funded inter-regional projects dealing with capacity building for employment-intensive infrastructure works and rural transport. This proposal has been integrated into a new project document, prepared by POLDEV for submission

to Sida. An Asian component has been integrated (see below).

Asia

The Asian Institute of Technology (AIT) in Bangkok organised a workshop reviewing the progress made by participating Asian learning institutions on the integration into their courses of materials dealing with labour-based civil works and rural transport planning. The workshop was held in the beginning of December '98 in Bangkok and has produced as one of its outputs an Asian follow-up to the current inter-regional projects referred to above.

Latin America

In Latin America, the EIP inter-regional project dealing with rural transport sponsored a two day Regional Seminar, organised by the International Forum for Rural Transport and Development (IFRTD). The seminar took place in September in Puno, Peru. Its principal objective was to put rural transport in the limelight as an important theme to be developed in Latin America. Several case studies, based on national experiences, from different Latin American countries, were presented and discussed. The proceedings and the case studies are available from the IFRTD Secretariat in London.

Also in Latin America, the EIP expert in the ILO office in Peru organised a Regional Meeting in Lima, which took place on 24 and 25 November 1998. This was attended by representatives from funding agencies, Government officials, practitioners and ILO officials. The meeting has provided an opportunity for people involved in employment-intensive projects (e.g. those projects related to road rehabilitation and maintenance), to exchange experiences and discuss key issues about the sustainability of such projects. ■

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Seventh regional seminar for labour-based practitioners

The next regional seminar will be held in Lusaka, Zambia, from 3-7 May, 1999. The theme of the seminar will be contractor development in employment intensive works, and will address contracting issues in the construction and maintenance of rural and urban infrastructure, and rural in transport.

Participation fee rates: participants US\$ 425, presenters US\$ 250, Zambian residents US\$ 150. The fee includes: participation in all sessions, a field visit, seminar papers, proceedings, lunches, morning and afternoon refreshments, transport, reception and a farewell dinner.

For more information contact:
Daniel Mulonga,
PO Box 30198 Lusaka, Zambia,
Tel: +260-1-245746/247185,
Fax: +260-1-247264/244004.
Email: rts@zamnet.zm

Diary of forthcoming events

Conferences, seminars and workshops 1999

7th International Conference on Low Volume Roads, 23-27 May 1999, Louisiana State University, Baton Rouge, Louisiana, USA. Contact: G.P. Jayaprakash, Transportation Research Roads, National Research Council, 2101 Constitution Avenue NW Washington DC, 20418, USA. Tel: +202-334-2952, Fax: +202-334-2003. E-mail: gjayapra@nas.edu

Training courses 1999

Transport Research Laboratory roads training courses

- Management of Appropriate Technology in the Road Sector for Developing Countries, 21-25 June, UK. Fee: pounds sterling 3200 includes accommodation, meals, notes, transport, social activities and certificate.
- Roads and Transport in Developing Countries and Emerging Nations, 28 June - 9 July, UK. Fee: pounds sterling 3200 includes accommodation, meals, notes, transport, social activities and certificate. Transport Research Laboratory, International Development Unit, Crowthorne, Berkshire, RGU45 6AU, UK. Contact: Linda Parsley, Fax: +44-1344-770356. Email: international_enquiries@trl.co.uk

ESAMI courses

- Transport Planning: A Gender Approach, 15-26 March, Mbabane, Swaziland. Contact: Resident Representative, PO Box 4234, Mbabane, Swaziland. Tel: +268-48494, Fax: +268-48495
- Mainstreaming Gender in Development Planning and Project Management, 9 August - 3 September, Mombasa, Kenya. Contact: The Resident Representative, ESAMI, PO Box 56628, Nairobi, Kenya. Tel: +254-11-441513, 441061, Fax: +254-11-442231
- Executive Skills Programme for Women in Technical Fields (Engineering etc.), 6-17 September, Lusaka, Zambia. Contact: The Resident Representative, ESAMI, PO Box 32132, Lusaka, Zambia.

Tel: +260-1-222937/225823, Fax: +260-1-222968

- Management Development Programme for Engineers and Technical Officers, 15 March - 2 April 1999, Windhoek, Namibia. Contact: The Resident Representative PO Box 1836, Windhoek 9000, Namibia. Fax: +61-249822
- Management Programme for Commercialised and Privatised Transport Infrastructure and Services, 3-14 May 1999, Kampala, Uganda. Contact: Admissions Officer, ESAMI or Resident Representative, PO Box 824, Kampala, Uganda.

Fax: +256-41-232168

- Rural Transport Policy and Planning, 19 June - 13 July 1999, Harare, Zimbabwe. Contact: Admissions Officer, ESAMI, Arusha, Tanzania or Resident Representative, PO Box 2627, Harare, Zimbabwe. Fax: +263-4-706439

For the above ESAMI courses contact: The Admissions Officer, ESAMI Hqs., PO Box 3030 Arusha, Tanzania. Tel: +255-57-838318, Fax: +255-57-8285/8386. Email: ESAMI_Arusha@mariegn.apc.org

Institute for Housing and Urban Development Studies urban courses

- Strategies to Reduce Urban Poverty at the Local Level, 13 January - 14 April, Rotterdam, Netherlands.
- Municipal Environmental Policies and Local Agenda, 13 January - 14 April, Rotterdam, Netherlands.
- Urban Management and Planning, 28 April - 8 July, Rotterdam, Netherlands.

For the above courses contact: The Public Relations Officer, Institute for Housing and Urban Development Studies. Tel: +31-10-402-1564, Fax: +31-10-404-5671. Email: ihs@ihs.nl

Courses conducted upon request

- Infrastructure in Low-Income Urban Communities; and Water Supply and Sanitation for Low Income Communities. Distance Learning with WEDC (Postgraduate Diploma Programme). Each diploma course consists of a five month

module. WEDC, Loughborough University. Fee: pounds sterling 775 for each module. Contact: Mr. Shaw, Fax: +44-1509-211079.

Email: r.j.shaw@lboro.ac.uk

- Urban management and planning, urban local leadership, gender issues, localising Agenda 21. UNCHS Training and Capacity Building Section organises national seminars for target groups on demand. Contact UNCHS PO Box 30030 Nairobi, Kenya. Tel: +254-2-621234, Fax: +254-2-624266/7

- Strategies for change - Managing NGOs; Capacity Building: Management for Development Specialists. Cranfield University, Cranfield, UK. Contact: Jane Clarke Tel: +44-1234-751122, Fax: +44-1234-752559.

Email: j.clarke@cranfield.ac.uk

- Community Development Training Project: Training for community organisers. SAMED-Kenya. Seven day courses and training on demand. Fee approx. US\$ 600, includes full board and training materials. Contact: The Director, PO Box 16700, Nairobi, Kenya. Tel: +254-2-766927, Fax: +254-2-760901.

Email: SAMED@form-net.com

Network of African Universities for Labour-based Road Engineering

The information network continues to be active in producing newsletters. It is being coordinated by Dr. S.I.K. Ampadu of the University of Science and Technology, Kumasi, Ghana. The next newsletter will be circulated early in 1999.

For more information contact: The Network Coordinator, Civil Engineering Dept., School of Engineering, University of Science and Technology, Kumasi, Ghana TEL/FAX: +233-51-60226 Email: Ampadu@IGHmail.com

CONTACTS database of CVs

ASIST maintains a database of CVs of practitioners and others involved in labour-based technology. Registration with ASIST facilitates networking and recruitment for long and short term job opportunities.

If you are interested in being registered in this database, please send your CV to the Administrative Officer, ASIST, PO Box 60598, Nairobi, Kenya

Training on urban upgrading

What can be done to help prepare technical personnel for the challenge of working in unplanned low income settlements? What does it take for consultants, contractors, and municipal staff to feel comfortable working in partnership with local communities to find practical and lasting solutions to the often interrelated problems of road access, drainage, water supply, sanitation and solid waste management?

Following a series of pilot projects in which labour-based and community managed approaches have been applied in the urban context, ILO/ASIST and Scott Wilson have recently conducted a study of the related training needs of engineers, technicians and formen. Based on workshops and meetings conducted in Tanzania and Kenya, pilot training courses are proposed for 1999.

In general, technical staff are trained to avoid risk. They prefer to address technical issues in isolation from their social, legal, and political context. Yet, many of the hard decisions to be made require a combination of technical skills and non-technical judgement. To what extent can and should applicable standards be adjusted to work within a highly congested environment? If the 'textbook' engineering solution is not possible, are there alternative solutions that will suffice? How can cost effective and timely engineering results be achieved without undermining the need to nurture a genuine sense of participation within the community?

The proposed training for engineers will seek to broaden their outlook beyond the narrow technical base, providing practical training in communicating with non-technical stakeholders

and experts. Practical engineering skills will also be reinforced, with a view to building confidence to the point that flexibility and innovation become possible.

The emphasis for formen will be on more practical techniques for implementation. Topics here will include the application of labour-based technology in the urban setting, and the use of community contracting. The technicians course will combine the content of both the engineers and the formens courses. ■

For more information, contact Jan Fransen, ILO/ASIST, Nairobi, or Hamish Goldie-Scot, Scott Wilson, Basingstoke, U.K.

Labour-based technology in university training

By Sam Orwa, ILO/ASIST, Nairobi

ILO/ASIST, in its endeavour to introduce labour-based technology in university training, sponsored a two day workshop on 18-19 August 1998 at the Jomo Kenyatta University of Technology. The aim of the workshop was to create awareness of labour-based technology among the university lecturers. Practitioners of labour-based technology gave presentations while field excursions were organised to give participants a comprehensive overview of the application of labour-based technology in urban and rural settings. At the end of the workshop an action plan and research themes in labour-based technology were formulated.

The workshop was attended by staff from Jomo Kenyatta University of Agriculture and Technology, representatives from Kenya Polytechnic, Ministry of Public Works and Housing, Ministry of Local Authorities, Japan International Corporation Agency, Nairobi City Council, Ministry of Labour, Construction Project Consultants and Consulting Engineers.

The Jomo Kenyatta Senate has now approved a Master of Science course to be launched in the year 1999/2000 at the university. This programme has a unit on labour-based construction technology in Highway Construction Engineering under the elective category in the first year of study. During the second year of study, students may opt to do a thesis on labour-based technology in Highway Engineering. ■

Rural accessibility planning research study in Olosho

Oibor

By Sam Orwa, ILO/ASIST, Nairobi and George Simba, JKUAT, Nairobi

Access is an important factor in rural development since it facilitates the involvement of the rural community in improving their social and economic status.

Many institutions today are engaged in research studies with the aim of contributing to the effectiveness of methodologies applied in improving the living standard of the rural society. It is in this regard that the Federal Institute of Technology in Switzerland sent two undergraduates, Astrid Brunner and Daniela Schwarz, to Kenya to study the 'Rural Accessibility Planning' methodology. The research was part of the students' course programme and took a period of two months. The research was organised and sponsored by the Swiss Agency for Development and Cooperation (SDC). ILO/ASIST and the Kenya Institute of Highways and Building Technology gave support to the research team during the exercise.

The study was supervised by Mr. George K. Simba, a lecturer from

Jomo Kenyatta University of Technology.

To enhance the quality of learning through exchange of views the two Swiss participants were accompanied by two Kenyan university students, namely Laban M. Miano, formerly of Jomo Kenyatta University of Agriculture and Technology, and Katie H. Simba from Daystar University.

The objective of the study was to identify the access needs of rural communities in a location known as 'Olosho Oibor' in the Rift Valley province in Kenya. The choice of one of the Sub-Saharan African countries as a centre of study was intended to give the students a practical experience in an environment where the problem of accessibility exists.

A report on the research study is available from ASIST: Astrid Brunner, Daniela Schwarz and Laban Miano, Rural accessibility planning in Olosho Oibor, Rift Valley province, Kenya, 1998, 52pp. Ref. No. 08576. ■

Tanzania

By Wilma van Esch, ILO/ASIST, Nairobi

Two studies have been commissioned by ILO/ASIST for the Hanna Nassif project in Dar es Salaam on contracting in an urban community managed, labour-based project. One study, conducted by Dr. Sohail Khan (WEDC, Loughborough University) is specific on the performance of the existing community contracts and procedures. The draft report contains an improved standard community contract for Hanna Nassif and suggestions for further development of the community contractors. The other study, conducted by John Clifton, looks at the involvement of private labour-based contractors in the Hanna Nassif unplanned settlement upgrading, and appropriate contract documentation and procedures. ■



Storm water drain and access road in an unplanned settlement constructed through community contracts, Hanna Nassif.

Kenya

Project formulation to upgrade a low-income settlement in Nairobi

By Jan Fransen, ILO/ASIST, Nairobi

Dandora was constructed as a low-income site-and-service scheme in the late 1970s. The scheme was planned to house about 100,000 people, selected from low-income people living in Nairobi. The settlement was thoroughly planned, with paved roads, footpaths and bicycle lanes, a sewerage system, and other public facilities.

By 1997, the transport infrastructure, sewerage system and other public infrastructure in Dandora was in serious disrepair. With the assistance of the local NGO, Welfare Advisory Committee (WAC), the community decided to take action. They started some emergency work and contacted ILO/ASIST to set up a project to help them to improve their living and working environment. In October 1998 a project formulation mission took place, funded by UNDP and executed by Roughton International, Norconsult, ILO/ASIST and WAC.

The community and city council were fully involved in the project formulation. The project will aim to set up partnerships between the city council, the NGO, WAC, community organisations and the private sector to con-

struct and maintain public infrastructure. ■



Illegal structures and houses have mushroomed in Dandora. As a result, public land has been encroached upon and the ever-increasing number of inhabitants has far overstretched all public services. The project aims to involve the community in the planning of infrastructure repair in Dandora.

Food for work guide

By Wilma Van Esch, ILO/ASIST, Nairobi

A draft guide for moving from Food for Work (FFW) to Food for Assets and Sustainable Employment (FASE) has been prepared for WFP and ILO by David Tajgman. This guide aims to bring topics together which are relevant for food for work and to provide enough detail to inform the reader of the important points and pitfalls in the planning, design, implementation, monitoring and evaluation of food for work. A consultant, Eng. D.W. Jennings, together with ILO/ASIST representatives Wilma Van Esch and Jane Tournée, attended the final editing workshop of the guidelines in Lusaka from 7-11 September 1998 where training proposals for the change were made. The proposals include a number of orientation workshops to be held in the Southern Africa region. In September 1998, a workshop was conducted to discuss the guide. WFP Maputo has started training workshops on FFW/FASE topics. ■

ASIST Asia-Pacific News

By Mike Shone, ASIST-AP, Thailand

Since its inaugural regional workshop in May 1998, the ASIST-Asia Pacific project has been focusing on analysing technical support requirements for the Asian countries most affected by the Asian Financial Crisis; and on supporting ongoing programmes in Nepal, Cambodia, Lao PDR and the Philippines.

Still in its Preparatory Assistance Phase, funded by DANIDA, ASIST-Asia Pacific is currently being supported by the Regional Office for Asia and the Pacific (ROAP), ILO Geneva in a special Donor Appeal for its full phase and for new technical project proposals for Thailand, the Philippines and Indonesia.

Already established in ASIST-Asia Pacific is a new library of country specific documents relating to development planning and development engineering set up by ASIST-Asia Pacific Administrative Assistant, Ms Prayoonsri Likhitdechakadi. This library is currently being inventoried for integration with the ASIST Document Centres in Nairobi and Harare, which continue to provide important information services to the Asia-Pacific Region.

ASIST-Asia Pacific is very fortunate to have recently obtained the services of Associate Expert Jan Sakko, previously attached to the East Asia Multi-disciplinary Advisory Team (ILO/EAS-MAT).

ASIST-Asia Pacific now has a team of four: Jan Sakko, Prayoonsri Likhitdechakadi (Pru), Theeranutch P. (Nutch) Project Secretary, and the CTA, Mike Shone.

Comments on the special characteristics of the Asian Employment Intensive Programmes have described the recent and very rapid creation of both emergency and mainstream national labour-intensive and labour-based programmes in Thailand, Indonesia and the Philippines as 'mega Employment Intensive Programmes'. The scale and diversity of these programmes already underway and planned is on a scale only previously seen in China, India and Bangladesh. Millions (not thousands) are to be employed in these major programmes as unemployment numbers grow and poverty levels increase. Many of these programmes are lacking in adequate planning, technical quality control and cost effectiveness and the various governments are now approaching us to assist them to

put them on the right track.

ASIST-Asia Pacific faces a huge technical challenge to adequately respond to these needs and will be depending very much on the services of the best available local and international development planning and development engineering consultants.

Close working relations are being established with the major financial institutions in the region and it is very encouraging that, wherever practical, labour-based work methods are now being prescribed in infrastructure development programmes.

Nepal

In view of the effective and unique presence of the ILO in the rural infrastructure sub-sector in Nepal and its previous involvement with the Asian Development Bank (ADB), the ILO was invited by the ADB as the only organisation to submit a technical and a financial proposal for the required technical services to assist the Government of Nepal in facilitating its ongoing institutional reforms in the agriculture sector in line with the Agriculture Perspective Plan.

Banaue rice terraces in the Philippines, maintained by labour-intensive methods, inspected by ASIST-AP, August 1998



The ILO will provide assistance for the enhancement of sustainable infrastructure development in the rural area and conduct training programmes and awareness campaigns at the central and local levels to promote labour-based and environmentally safe technologies for infrastructure development and maintenance in the rural areas.

The ILO Chief Technical Adviser for this 15 month assignment, Hewafonsekage Fonseka, has experience in Nepal and Sri Lanka and has already produced ILO/ADB/Government reports on the following:

- Project Review of the Rural Infrastructure Development Project, June 1998
- The Approach for the Development of Agricultural and Rural Roads (A manual for the preparation of district transport master plans and the implementation of rural roads sub-projects), July 1998
- Technical Specification for Agricultural and Rural Roads, February 1998
- Work Norms for Agricultural and Rural Roads, February 1998
- Proposed Social and Environmental Monitoring and Evaluation System for Agricultural and Rural Roads.

Copies of these reports are available at cost from ASIST Nairobi or ASIST Bangkok.

Thailand

Jan Sakko, ASIST-AP, Bangkok

The impact of the economic crisis on employment is most severe in Thailand, and being felt right across the private



Urban labour-based equipment supported contract road works inspected by ASIST-AP, Jakarta, September 1998

and public sectors. In an effort to alleviate the devastating impact of the economic crisis, the Royal Thai Government has entered into several agreements with international financial institutions, such as the IMF, the World Bank and the Asian Development Bank. Some of the agreements have resulted in Social Investment Programmes which focus on building social capital, creating productive employment, and making appropriate investments, particularly in the more vulnerable sectors of the economy. The programmes are implemented by Thai Government departments and agencies.

Among other crisis responses, Prime Minister Chuan Leek Pai's Cabinet has given renewed attention to employment-intensive work methods; they were adopted as an official priority in government policies in December 1997. The ILO, with worldwide expertise and experience in Employment-Intensive Programmes, has been giving advice to technical line ministries, helping them to reassess their plans for investment in infrastructure sectors. Enabling the government to create hundreds of thousands of additional jobs, and emphasising the large employment potential among the poor, the ILO advocates a gradual shift from equipment-based construction methods to more appropriate and permanent use of labour-based technologies in government investment programmes. The current economic and political climate is more receptive to the adoption of such approaches than in the recent past. How-

ever, more effort is needed to persuade the government and the social partners to implement employment-intensive approaches systematically, and on a national scale.

Since the beginning of this year ASIST-AP has been raising awareness about the achievable quality and cost-efficiency of labour-based methods within two departments of the Ministry of Interior: the Public Works Department (where the ILO has had a working relationship for the past 20 years) and in the Department for Accelerated Rural Development. The latter is now to adopt a policy to apply labour-based techniques where appropriate and cost-effective, while maintaining the desired quality outputs and technical standards. A special ILO labour-based technology training programme for engineers, supervisors and representatives from the line ministries is currently under preparation at the request of the government.

With the teamwork of ASIST and EASMAT specialists, the ILO is providing advice to the Social Fund Office (SOFO) which is responsible for the implementation of a US\$120 million social investment fund from the World Bank. SOFO screens and approves well-designed project proposals from communities that apply for a sub-fund. SOFO focuses on projects that generate employment, contribute to local economic development, and improve the capacity of communities to organise and coordinate with public and private partners. The ILO assists SOFO in strengthening its senior and middle

management to supervise an estimated 5000 projects throughout the country. Special ILO expertise, such as Start and Improve Your Business, Women and Enterprise Development, and Labour-based Technology in Infrastructure courses are integrated into the management training programme. As investments in infrastructure make up more than 50 per cent of the community projects, ASIST-AP again promotes labour-based technology and local planning techniques as the desired implementation method. In December 1998, the Bangkok-based Asian Institute of Technology hosted a regional workshop for Asian universities and educational institutions on developing curricula and networking in labour-based technology. This seminar was organised to promote labour-based techniques and appropriate investment planning on a national scale and throughout the Asia Pacific region. The workshop received technical and financial support from POLDEV, the centre of ILO's EIP programme in Geneva, with ASIST-AP as a focal point in Bangkok. The widespread economic crisis in Asia, its impact on employment and social life, and as it seems, the revival of employment-intensive programmes in government social investment plans, gave the workshop a special focus. The co-operation under the ILO Universities Programme, with the much wider adoption of labour-based technical curricula materials in the Asia Pacific region and an increasing number of universities participating in the workshop, has entered into a new stage. ■

Re-orientation of Roads Department Training School, Lusaka, Zambia

By Chali Nondo, RDTS, Zambia

It is the intention of the Roads Department to re-orient the Roads Department Training School (RDTS) to become the main training institution for the road sector in Zambia. In order to cope with the inherent demands, RDTS has to develop the required capacity both in terms of infrastructure and training competence.

Phase one involves construction of four classrooms, double storey administration block, a kitchen and dining room, ablution block, recreation centre and mechanical and carpentry workshops. Structures planned under phase two include 120 person capacity library, materials laboratory, conference centre and extension of the laundry.

Parallel to the infrastructural redevelopment works taking place, a comprehensive Training Needs Assessment (TNA) is being conducted by International Training Services on behalf of the Roads Department, with a view to providing the basis for the future roles RDTS will play in the road sector. The TNA study started in August 1998 and will be completed in February 1999.

The re-orientation of the RDTS is poised to respond to greater challenges such as addressing the objectives of the Road Sector Investment Programme and the Public Service Reform Programme, initiated and launched by GRZ to introduce private sector participation in public sector responsibilities. Among other things the reform aims to address is: rehabilitation of the road network, strengthening of the technical and managerial capacity of the road authorities, and creating new jobs in the roads sector by contracting out most of the roadworks (30,000 new jobs in the road sector). These reforms entail personnel in the road authorities and contractors acquiring new skills and knowledge, in particular those related to contract management. The private sector, especially the local small scale enterprises, has to be developed in every respect to cope with the shift to private sector execution of the roadworks.

The above scenario clearly illustrates that there will be increased de-

mand for training of managerial and technical staff, both in the private sector and in the public sector. Thus, training programmes have to be developed which will respond to the real needs of the road sector.

Traditionally, the RDTS has been offering training to the technical and supervisory civil service staff of the Roads Department. This trend has to

The re-orientation of the RDTS is indeed a big shot in the arm and will be able to revitalise the Training School in a great way

be reversed. Courses planned to be introduced in line with the outcome of the TNA are:

- Certificate (2 years), diploma (3 years) courses in basic highway engineering
- Labour-based road maintenance and rehabilitation courses
- Short courses and in-service courses
- Plant and machine course to be conducted in liaison with other institutions

It is planned that labour-based methods be incorporated into the basic highway engineering courses. Alongside that, contractor training for small scale contractors and contract supervisors shall be conducted independently of basic highway engineering. However, the labour-based methods module in the basic highway engineering curriculum will form the rudiments of the certificate and diploma courses. In this regard, students will have an option of either taking the full course or curtailing the course by taking labour-based methods only. Students who take the option of labour-based methods will be awarded a Labour-based Roadworks Certificate.

One of the major limiting factors is the enrolment of a large number of trainees in various courses offered by RDTS. The re-orientation will respond to the problem by increasing the capacity of the accommodation facilities

which will make it possible to enrol a larger number of trainees. More significantly, and parallel to the increase in the intake, the RDTS will be placed in a wider development context of running more courses, both for the private and public sectors.

Furthermore, being cognisant of gender balance, it is anticipated that a greater number of female participants shall be facilitated by the inclusion of a female dormitory. This will certainly enable more women to participate in the courses than before.

More recently, the RDTS has been contracted by a consulting firm, representing the Netherlands Embassy on behalf of seven District Councils in the Western Province of Zambia, to train rehabilitation and maintenance contractors and contract supervisors in labour-based rehabilitation and maintenance of feeder roads. The project will be supported by the Netherlands Embassy. The soil conditions in

the province are sandy, which would require special construction techniques. To this end, a feasibility study in the Western Province was undertaken in the beginning of November in all the Districts where works are planned to take place. The purpose of the study is to look at the availability of labour, the hydrology, the socio-economic benefits, to conduct an environmental impact assessment, and most importantly to look at the most appropriate technology to be applied considering the soil conditions in the areas (similar to Kalahari sands).

The hallmark of 1999 will not only be marked by the opening of the redeveloped Roads Department Training School, but will also be graced by Zambia hosting the 7th Regional Seminar for Labour-based Practitioners. The seminar is planned to be held from 3-7 May 1999.

The re-orientation of the RDTS is indeed a big shot in the arm and will be able to revitalise the Training School in a great way. ■

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project news

South Africa

Technical co-operation

By Colin Relf, IT Transport, UK

Bulletin No. 7 in July gave the background to this project and the ILO's work on labour-based methods in South Africa.

The very first task for this UNDP-financed project was to re-visit its original design (dating back to September 1996) in the light of current priorities of the National Public Works Programme Branch of the Department of Public Works. In addition, a variety of memoranda and other papers have been required, including inputs to the Presidential Job Summit which took place on 30 October 1998. On 3 June 1998, Colin Relf and David Everatt of the national Community Agency for Social Enquiry (with which the ILO collaborated in two evaluations of the Community-Based Public Works Programme for the Department in 1996 and 1997) were invited to make a presentation of the main findings to the Cabinet Sub-Committee for Economic Affairs. A summary of the findings of the CASE/ILO evaluations prepared by Colin Relf was used by the Honourable Minister of Public Works, Jeff Radebe, at the public launch of the 1997 evaluation in Cape Town on 8 September 1998. The opening sentence of the 1997

evaluation — "South Africa has probably one of the best public works programmes anywhere" — appears to have captured considerable interest.

The project is also pushing forward on a number of different fronts in pursuit of its approved workplan in close co-operation with the Directorate for Reorientation within the Department, including:

- A Macro and Socio-Economic Analysis of the Public Authority Construction Sector (including an assessment of multiplier effects and the impact of projected expenditure)
- The preparation of tender documents for the procurement of M & E services focusing on the Emerging Contractor Development Programme and the Strategic Projects Initiative
- Research into the site-level manufacture of construction materials (to enhance value-added in construction among beneficiary communities)
- The design of a tracer study of those trained by us in seeking employment after the completion of their projects
- Research into the economic value that can be assigned to incremental employment in construction through the use of labour-based techniques
- Preparations for a study tour in early 1999 for departmental staff to gain insight into and share experience with public works programmes in other countries. ■

Uganda

Support to labour-based policy promotion initiatives

By Mr. John Ssekatawa, Labour-based Policy Promotion Committee (LAPPCOM), Kampala

This is an ILO/DANIDA multilateral assistance aimed at supplementing government's efforts against abject poverty among an estimated 20% of the population, partly caused by the existing high level of under and unemployment. The project's strategy builds on four inter-linked components namely:

- Formulating labour-based policy
- Translating policy into practice through guidelines, and training of cadres at district level
- Enhancing the general knowledge of decision makers and the general public with a view to addressing the many misconceptions against labour-based approaches
- Stimulating academic research and training in labour-based approaches among tertiary training institutions.

The project is implemented under the auspices of the Ministry of Finance, Planning and Economic Development with support from line ministries and agencies with an interest in employment creation. The accomplishments to date are:

- A survey on the practices and capacity to implement labour-based works
- A position paper on labour-based employment creation in Uganda
- Circulation of labour-based technical manuals for testing in the districts
- Technical studies: Cost-benefit comparative study on labour-based versus equipment-based approaches and constraints to labour-based approaches

A process is also underway to solicit labour-based policy inputs from concerned agencies. ■

Kenya

Minor Roads Programme Coast Province 1994-98

Edited from a report by Arne Engdahl, DANIDA, Mombasa

This project ended in June 1998. It was financed by DANIDA using direct financing modalities. Its objective was to stimulate economic activity and enhance rural living conditions by improving and maintaining selected gravel and earth roads using labour-based methods.

This was a transition project (from MRP to Roads 2000). The focus during transition is on roads with higher traffic densities, use of network planning, and the introduction of spot improvements.

Labour-based methods were a key feature of the project; casual wages were around 70% of running costs. Equipment support comprised agricultural tractors and specially-built trailers with a ball and socket towing hitch. This latter has functioned considerably better than the traditional pin-eye towing hitch (see ASIST Technical Brief No. 1). GoK funding was contributed both for works and salaries (DANIDA 394m Ksh, GoK 56m Ksh). Training was carried out at Kisii Training Centre. Project outputs were produced largely as planned. Some 55 roads have been spot or partially improved, varying from 38% to 48% of the road length, and 109 roads (1059km) are now under routine maintenance. A maintenance organisation and a maintenance system based on lengthmen are in place.

The GoK has now requested DANIDA's financial and technical assistance for full implementation of the Roads 2000 strategy in Coast Province. A draft project document has been prepared with a DANIDA contribution of 82m Danish Kroner and a GoK input of 500m Ksh over five years.

Reduced project operations during the period July to December 1998 are being financed by a second bridging project of 5m DKK while the Roads 2000 Coast project agreement is being finalised. ■