



# The Republic of Uganda

ILO/DANIDA

## Support to the Labour-Based Policy Promotion Committee

UGA/97/M02/DAN

### Terminal Evaluation Mission

December 2000

Final report 17 January 2001

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## Acronyms and abbreviations

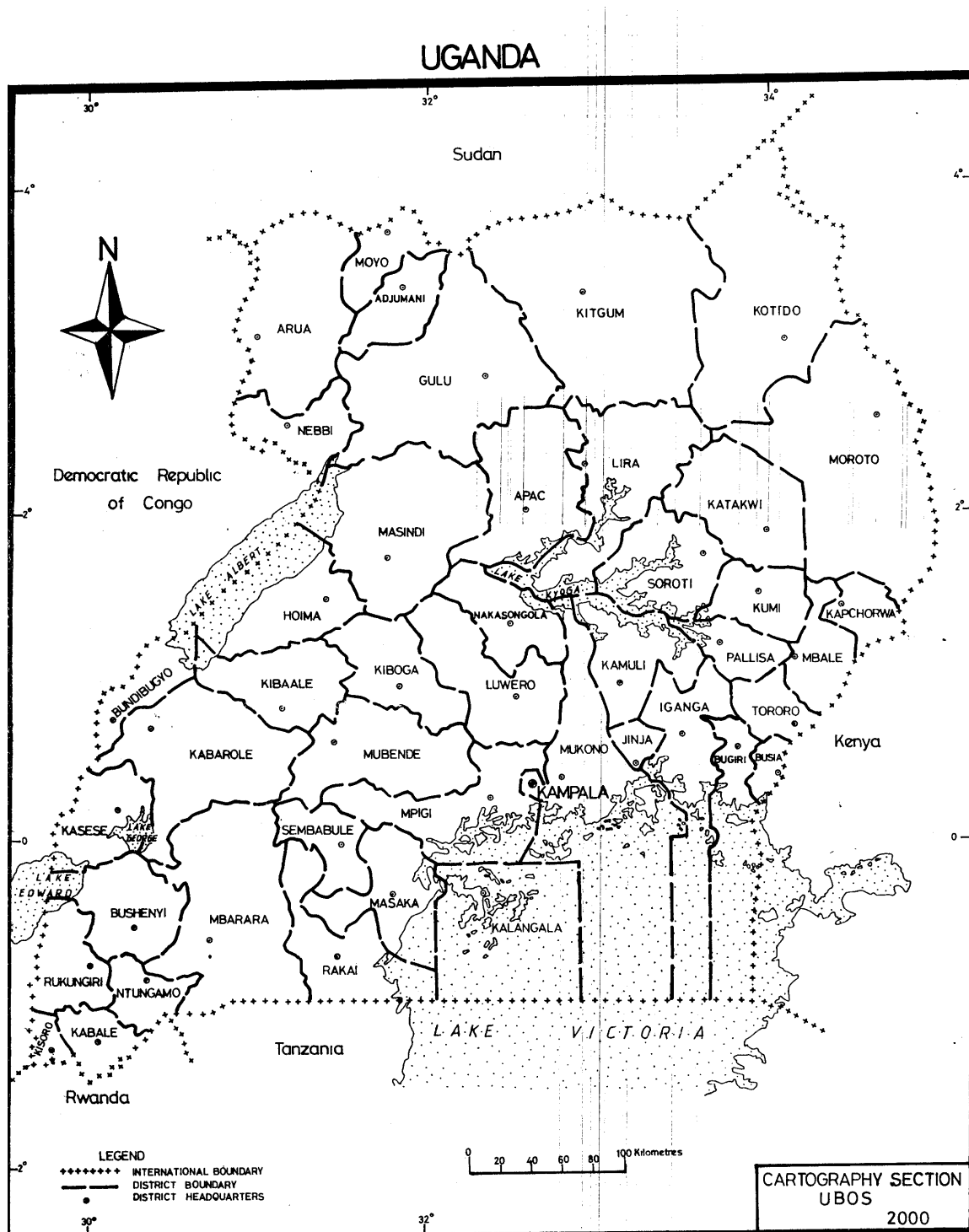
ASIST	Advisory Information Services and Training
ADB	African Development Bank
BADEA	Banque Arabe pour le Développement Economique de l’Afrique
DANIDA	Danish International Development Agency
DC	Development Committee
DDC	District Development Committee
DE	District Engineer
DLC	District Local Council
DUR	District and Urban Roads
ERC	Economic Recovery Credit
EU	European Union
FUE	Federation of Ugandan Employers
GDP	Gross Domestic Product
GOU	Government of Uganda
GTZ	Gesellschaft für Technische Zusammenarbeit (FRG)
IBRD	International Bank for Reconstruction and Development
IDA	International Development Association
IFAD	International Fund for Agricultural Development
ILO	International Labour Organisation
JICA	Japanese International Co-operation Agency
KFW	Kreditanstalt für Wiederaufbau
LAPPCOM	Labour-Based Policy Promotion Committee
L.C.	Local Council
LIWU	Labour Intensive Works Unit
MOFPED	Ministry of Finance, Planning and Economic Development
MOF	Ministry of Finance (old name)
MOPED	Ministry of Planning and Economic Development (old name)
MOLG	Ministry of Local Government
MOGLSD	Ministry of Gender, Labour and Social Development
MOLSA	Ministry of Labour and Social Affairs (old name)
MOWHC	Ministry of Works, Housing and Communications
MOWTC	Ministry of Works, Transport and Communications (old name)
NEP	National Employment Policy
NORAD	Norwegian Agency for Development
NOTU	National Organisation of Trade Unions
MUK	Makerere University Kampala
PAF	Poverty Alleviation Fund
P.S.	Permanent Secretary
PEC	Presidential Economic Commission???
PIP	Public Investment Plan
RSDP	Road Sector Development Programme
TA	Technical Assistance
TC	Technical Co-operation
UTV	Uganda Television
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UTRP	Uganda Transport Rehabilitation Project

## Fiscal Year

1 July - 30 June

## Currency Equivalents

US\$1,00 =	Ug Shs 1,070	(at project identification September 1996)
US\$1,00 =	Ug Shs 1,130	(as per project document December 1997)
US\$1,00 =	Ug Shs 1,500	(at mid-term review MTR October 1999)
US\$1,00 =	Ug Shs 1,780	(at terminal evaluation December 2000)



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## 1 Introduction

In 1981, the Government of Uganda (GOU) and the ILO launched the Labour Intensive Special Public Works Programme. This led to a number of field projects being carried out, whereby it became increasingly apparent that a more consistent policy approach was required. The GOU's Poverty Eradication Action Plan for instance, explicitly recommends the use of labour-based methods in its strategy for both economic and social development. The strategy, supported by a large number of influential donors, emphasises economic growth, decentralised government and privatisation for a number of sectors.

This led to the eventual establishment of an inter-ministerial committee called LAPPCOM (Labour-based Policy Promotion Committee), supported under the present project by ILO with financial assistance of DANIDA and GOU.

The objective of LAPPCOM is to contribute to the Government's efforts to promote employment generation, poverty reduction and economic development. The main tasks are to formulate a comprehensive labour-based policy for public investments, as well as to initiate and coordinate capacity building activities for implementation of this policy.

With the project coming to a close in the beginning of 2001, the present final and independent evaluation has been organised.

The evaluation team started its work in Uganda on 4 December 2000. The team had meetings with all the concerned parties, studied the available documentation and made several field visits. A debriefing with LAPPCOM and the donors concluded the mission in Uganda on 14 December 2000. The debriefing in Geneva at the ILO headquarters took place on the following day December 15. The draft report was commented upon by all parties and the present final report takes into account the different comments.

The evaluation team expresses its appreciation and thanks to the LAPPCOM members, the project staff and all other persons met for their cooperation and support.

The evaluation team was composed of Eng. Joseph B. Mutabazi, Government Representative and Eddy Bynens, International Consultant.

## 2 Concept and design

### 2.1 Relevance

Since 1987 the Ugandan economy has registered global GDP growth well above the average of the sub-Saharan countries. However despite this successful macro-economic performance the economic growth has not fully translated into improved socio-economic welfare of the population in general. High poverty indices and massive unemployment continue to preoccupy the Government and the National Poverty Eradication Action Plan (NPEAP) stresses employment creation as one of the major factors in eradicating poverty.

Studies executed by the project have confirmed the potential for employment creation by the use of labour-based methods, but these studies have also highlighted the need for affirmative action to promote labour-based methods.

The problems addressed by the project (i) lack of national policy and planning; (ii) reduced capacity to implement labour-based works, and (iii) bias against labour-based methods, continue to be a major concern. Therefore the objectives of the project are relevant and the project concept remains valid.

The initial request for the project came from Government officials of the Ministry of Finance who felt that the Ministry should be involved with policy matters related to labour based methods rather than physical works execution. Since the start of the project, its objectives have been increasingly adopted by more government and private sector actors and national ownership of the project has steadily increased.

### 2.2 Design

The Ministry of Finance created the Labour-based Policy Promotion Committee (LAPPCOM) in mid 1997. The project was conceived as support to the secretariat of the committee. The strategy of the project was to identify and remove bottlenecks that prevented the realization of the full potential of the effective use of local resources in the infrastructure sector. Considering the different types of bottlenecks identified, four immediate objectives were formulated and outputs and activities defined (see annex 5).

During the mid-term review MTR the project design was examined and following observations were made in the MTR report:

*Quote: “The project document does in general follow the ILO guidelines for project design; i.e. it includes most of the sections required. However, the sections dealing with assumptions and indicators are missing. This has complicated the evaluation. Furthermore certain sections are weak, including: (i) the input section where it is almost impossible to link specific inputs with activities and outputs, and (ii) the reporting section, which does not specify the required progress reporting formats and intervals.” Unquote.*

These observations are valid.

The mid-term review MTR report continues:

*Quote: “The core project design consists of the logical framework: objectives, outputs, activities and inputs. However, the present design is not quite logical. First of all it is quite complicated with no less than four different immediate objectives and 15 outputs, secondly and most importantly the inputs supplied in the project do not provide a sufficient basis for*

*the achievement of the two immediate objectives: n° 2. “Technical and administrative capacity to implement labour-based works has been created in district Councils and the private sector”; and n° 4. : “Labour-based techniques and the use of local resources has been further researched and developed”. Unquote.*

The terminal evaluation team is of the opinion that the four objectives and fifteen outputs are justified by the different types of bottlenecks, but the MTR report is right in stating that adequate resources were not supplied to carry out all the scheduled project activities and to produce the expected outputs. The terminal evaluation team learned that during project formulation a project document was prepared with a 1 million dollar budget, this budget consisted of three parts: GOU, ILO and Danida bilateral. The Danida budget was the operational part of the budget of what was clearly supposed to be a joint ILO-DANIDA effort, with Danida bilateral providing funding for training, test-works, production of manuals and provisions for a high-level workshop and ILO mainly providing the project staff. The Danida budget however was never approved and was removed from the project document without adjusting the outputs and activities, except that an activity was added: the project had to look for additional funds. An unfortunate fact was that the project document did not state clearly which activities were funded and which activities would have to be funded by the additional funding.

The evaluation mission has also compared the project document with the identification mission’s report dated 14 October 1996. The following major differences can be observed:

- Under the first immediate objective: “labour-based planning”, activities related to the introduction of the employment content into the planning and selection of new investments (by the Development Committee) were sidelined and general policy formulation was favoured in the project document.
- Under the second immediate objective: “capacity building”, activities related to the promotion of training of the private sector (small local contractors and consulting companies) were left out and the outputs were concentrated on the production of manuals for the district councils’ staff.
- Under the third immediate objective: “Advocacy”, activities were strongly curtailed to: preparing a PR strategy, preparing and airing a video, holding a workshop and prepare press releases in relation with the introduction of the manuals. All other activities were removed.

These differences can be explained by the fact that some activities had to be dropped because of the reduced funding. However the evaluation mission found that these activities were justified and necessary in order to achieve the stated objectives, it was therefore unfortunate that they were not included in the project document.

### **2.3 Alternative strategies examined**

Support by the ILO of the labour-based approach dates back to the creation in 1981 of the Labour-Intensive Works unit (LIWU). The unit is behind the success of many multi-sectoral labour-intensive and community-based projects which encompass all types of rural works; feeder roads, village infrastructure, water supply, sanitation, self-help housing, and afforestation. However impact of these projects was limited to the sector and geographical area of each project. During the preparation of the project, strategies of the previous projects were examined and a new strategy was adopted in order to achieve a nation-wide and more sustainable impact. The impact of the project justifies the selected strategy.

## **2.4 Mid-term review MTR report**

The mid-term review MTR concluded its comments on the project design by stating that there was a need to streamline the project design by removing the objectives 2 and 4 and most of the associated outputs and activities. The report included a new logical framework (see annex 6) that has been used by the project since the end of 1999. Taking into account the limited resources and the activities already implemented the recommendations of the mid-term review MTR were justified and focussed the project's activities on labour-based planning and advocacy.



## 3 Implementation of the project

### 3.1 Immediate Objectives

The immediate objectives of the project were:

- Labour-based approaches are integrated into the national planning process;
- Technical and administrative capacity to implement labour-based works has been created in District Councils and the private sector;
- The knowledge about labour-based works for employment generation has increased among decision-makers and the general public
- Labour-based techniques and the use of local resources has been further researched and developed

#### 3.1.1 Objective No. 1 Labour-based approaches are integrated into the national planning process

To ensure the achievement of this objective specific outputs were required. These were:

Output 1.1: A Position Paper on the constraints on labour-based contracting.

The activities leading to this output were defined as follows:

- Establish an inter-ministerial Labour-Based Policy Promotion Committee (LAPPCOM) with MPED, MOLG, MOWTC and other relevant ministries as members.
- Carrying out survey on existing labour-based projects and draft Position Paper.
- Commission a study to recommend ways to remove the identified (technical, administrative, legal and capacity-related) constraints.

#### *Progress Achieved*

- i) LAPPCOM (with professional staff to manage the secretariat) at MOFPED was set up in September 1997 and started business on 30<sup>th</sup> April 1998 when they held their first meeting. The committee was initially composed of representatives from MOLG, MOWTC, MOLSW and MOF. LAPPCOM's membership was later expanded to include stakeholders such as NOTU, FUE, Private Sector Foundation, Association of Contractors, MUK, etc. while maintaining contact with relevant organisations like the Decentralisation Secretariat. LAPPCOM has since held fourteen (14 No.) meetings during which a wide range of issues has been discussed, decisions taken and actions to organise and carry out activities like seminars, workshops and training sessions on labour-based methods, put in place.
- ii) The survey on the use of labour-based methods in districts was completed in April, 1998 paving way for the drafting of the Position Paper. Note that the intention was to update the Position Survey yearly, this has not been done because it was expected to be undertaken by DANIDA/DUR consultants.
- iii) The Position Paper was drafted (dated September 1998) and discussed.
- iv) A Labour-based Constraints Study was commissioned in September, 1998 to identify technical, administrative, political and possibly legal constraints to the use of labour-based techniques in five selected districts. The submitted Draft Study Report however lacked substance and was therefore of little or no use.

From the Position Survey, the Position paper and existing literature from other countries but relevant to the Uganda situation, LAPPCOM has been able to put in place documentation on labour-based constraints.

### *Evaluation*

The committee was established and started functioning in a satisfactory way after the MTR recommendations were implemented. The initial baseline position survey was prepared but will become a useful document only if the project prepares an updated survey before the end of the project.

### Output 1.2: Policy Paper on Labour-based approaches as a means of generating employment.

The activities leading to this output were set out as follows:

- 1.2.1 Set the agenda, obtain policy inputs from ministries on technology choice; macro-economic aspects; remuneration practices; private sector involvement; working conditions. Co-ordinate formulation process.
- 1.2.2 Launch special studies as necessary; include recommendation of ways to ensure that new projects are screened for their employment creation potential and in line with policy.
- 1.2.3 Draft policy paper and circulate to relevant government departments for comments.
- 1.2.4 Revise as necessary and present to Development Committee for adoption.

### *Progress Achieved*

- i) LAPPCOM worked out the following:
  - a) Constraints Study on Labour-based techniques (see above)
  - b) Cost Benefit Study which was completed in April 1999. This study was published by the ILO in June 1999 as SETP-6 (Socio-Economic Technical Paper): “An opportunity for employment creation: labour-based technology in road works – the macro-economic dimension - UGANDA”.
  - c) A Draft Policy Proposal for discussion by stakeholders
- i) During their meeting of 26 May, 1999, LAPPCOM examined and made comments on the Progress Report No. 2 specifically, LAPPCOM was concerned that the need for job creation had not received an impact. Note was made of aspects constituting that state of affairs and the meeting set itself a way forward which included holding a workshop to discuss the draft policy proposal with districts/stakeholders to take place in July – August 1999. The workshop was however held on 21-23 March 2000 in Mbale and was combined with other issues.
- ii) During discussions with the mid-term ET, it was agreed that because of the limited project resources the project would not adequately prepare the National Employment Policy (NEP) for the MOFPED as had been suggested but it should provide expertise in the improvement of the EP and intensively discuss the proposed Labour-based Policy with the social partners to ensure its incorporation in the proposed National Employment Policy. After several changes of the responsible ministry, the responsibility of preparing the NEP was finally given to the MOGLSD in close collaboration with MOFPED by the Cabinet of the Government of Uganda. The final draft was completed in November 2000 with major inputs from LAPPCOM who also funded a national consultant involved with the drafting.

### *Evaluation*

The cost-benefit study is of high quality but it is mainly a tool to be used in the advocacy work and more should be done in this respect. The labour based employment policy paper has become the National Employment Policy, this has clear advantages as far as ownership is concerned, and the document contains many references to the labour based approach, on the other hand these references are diluted in this document of a more general nature. It remains to be seen what the impact will be of this document once it has been approved. Unfortunately no efforts have been made so far to screen projects according to their employment creation potential.

### Output 1.3: Inputs to the formulation of a national poverty eradication strategy.

The activities here were:

- 1.3.1. Participate in the work of the Task Force on Poverty Eradication and present concrete proposals to show how labour-based works will bring jobs to the poorer un-and under-employed in mainstream programmes.
- 1.3.2. Eventually assist in the design of special labour-based employment projects as a part of poverty alleviation programme.

#### *Progress Achieved*

The project has participated in:-

- iii) preparation to the annual Background to the Budget particularly that of 1999/2000 on Employment for Poverty Eradication;
- iv) Annual rolling of the Public Investment Plan (PIP);
- v) Preparation of Poverty Eradication Action Plan (PEAP); and,
- vi) Use of conditional grants for district roads with clear recommendation for the use of labour-based methods.

Agencies/institutions assisted by LAPPCOM in programme design include METC, EU, CARE, USAID/VOCA in Mubende district and the utilisation of PAF in feeder road maintenance

#### *Evaluation*

The participation of LAPPCOM in the preparation of the PEAP was very successful and has resulted in many references to the labour based approach in this document. Participation in the PIP was less successful since no criteria were introduced to screen projects to be included in the PIP according to their employment creation potential. But the most immediate impact was obtained when LAPPCOM's recommendation was accepted for the implementation of conditional grants from PAF for rural roads rehabilitation by labour based methods.

### Output 1.4: Co-ordinated Policy Formulation

The activities for this input were:

- 1.4.1 Assist Development Committee in the co-ordination of employment policy related to the use of labour and other local resources.
- 1.4.2 Act as clearing-house for screening new project proposals for employment generation potential, calculate different technological alternatives, and assist in redesigning as required.
- 1.4.3 Assist line ministries participating in LAPPCOM with employment aspects of their medium and long-term programmes (e.g. Ten-Year Plan for rural feeder roads).

#### 1.4.4 Assist in rolling of Public Investment Plan.

##### *Progress Achieved*

The project continues to contribute to Central Government decision-making by assisting in the annual review of the Public Investment Plan which review focuses on poverty alleviation and employment creation. The project also continues to liaise with and advise donors during appraisal missions organised by/or with donors.

- Contribution to the MOWHC's White Paper on sustainable maintenance of district, urban and community access roads Oct. 2000
- Contributed to final draft of NEP November 2000.
- Finalising in conditions for district grants for feeder roads rehabilitation and maintenance;
- Drafting "Jobs for Africa" Country Action Plan for Uganda.

##### *Evaluation*

It appears from the above that some progress has been achieved but LAPPCOM is still far away from achieving the status of a clearing house for screening new projects for employment creation potential.

### **3.1.2 Objective No. 2\_Technical and administrative capacity to implement labour-based works has been created in District Councils and the private sector**

The achievement of this objective required the following outputs:-

#### Output 2.1: Services for supplementary support to labour-based programmes identified.

For this output the following activity was defined:

- 2.1.1 Detail supplementary support for a smooth and wider implementation of labour-based programmes.

##### *Progress Achieved*

Training needs assessment was carried out and is contained in the position survey report of April, 1998.

##### *Evaluation*

LAPPCOM should have examined all the actions required as a result of the constraints study (a.o. assessments of the contracting and payment system).

This was not done because LAPPCOM members agreed with recommendations of the mid-term review. Of special note among these recommendations was the need to streamline the project design; and to remove the unachievable objectives 2 and 4 and most of the related outputs and activities. The project therefore re-oriented itself and concentrated on objectives 1 and 3 and the objectives 2 and 4 were dropped.

Output 2.2: Sources of funding and institutions capable of providing services in 2.1 identified and formalised.

Activities earmarked for this output were:-

2.2.1 Identify other sources of finance to provide support required in 2.1.1.

2.2.2. Assess the availability and willingness of established public or private institutions to provide long-term support to implementation of labour-based programme.

*Progress Achieved*

The project had contacts with the Danish embassy that gave strong indications that the required additional funds would be provided through the second phase of the DANIDA road sector project. This second phase was to be started in 1998 but was delayed to 1999 and then it appeared that no specific funds were included for LAPPCOM. The project did not make any other efforts to secure additional funds.

*Evaluation*

With hindsight it appears that the project should have tried to secure funds from different sources rather than relying only on promises by the Danish embassy. Therefore the conclusion is that not enough efforts have gone into this activity. During the MTR objective 2 was removed and therefore the above activities were stopped.

Output 2.3: Systematic review of on-going labour-based projects in order to establish best practices and facilitate the exchange of experience; use best practices in preparation of manuals.

The activities defined here were:

- Commission consultant to establish best practices; study and present in workshop for labour-based projects.
- Use results of study as base for manuals.

*Progress Achieved*

This was not implemented as objective 2 was removed from the project during Mid Term Review MTR before these activities were started.

*Evaluation*

No activities.

Output 2.4: Manual on technical aspects, works organisation and working conditions in labour-based feeder roads construction, spot rehabilitation and routine maintenance produced for possible distribution to all district councils in Uganda.

Output 2.5: Manual on community infrastructure works, including water supply & sanitation, buildings, and village access crossings produced and distributed to all district councils in Uganda; includes community contracting, rules guiding community contribution versus paid employment, and maintenance committees for completed infrastructure.

Output 2.6: Manual on administrative procedures and legal aspects in private sector execution of labour-based works produced and distributed to all district councils in Uganda.

The activities earmarked to achieve these outputs were:

- 2.4.1 Commission drafting and production of three manuals to consultants.
- 2.4.2 Develop communication strategy in order to ensure that manuals are appropriate for their purpose; visit district councils to test draft manuals in the field, give presentation on the use of manuals and respond to queries; revise manuals as required.
- 2.4.3 Finalise and launch manuals.
- 2.4.4 Identify source of funding for distribution of manuals nation wide.
- 2.4.5 Obtain additional suitable materials (such as posters and pamphlets) from ILO, introduce in selected councils, obtain feedback; distribute widely.
- 2.4.6 Assist district councils in the introduction of labour-based techniques on request.

#### *Progress Achieved*

By March, 2000, District Roads Manuals had been prepared, photocopied and distributed to the districts. Another lot of Labour-based Feeder Roads Manuals, which had been prepared and revised, were launched at the national workshop in Mbale 21-23 March 2000. The launching of the manuals was later followed up with regional workshops planned to discuss comments from various district stakeholders. The workshops took place in Jinja, Lira, Masaka and Mbarara. One of the major recommendations from these workshops was inclusion of 3-5 km labour-based trial works in all districts work plans using PAF. Another was the training of district supervisory staff before any labour-based works start. The training of supervisory staff in districts which had not had labour-based experience was concluded on 30/11/2000. Copies of the manuals were also supplied to MUK as reading materials. Output 2.5 was left out because it had been taken up by UNICEF in the mean time.

#### *Evaluation*

These activities have been successfully executed. It is noteworthy that although the MTR review had removed all training activities (with the exception of the production of training manuals), LAPPCOM recognised the need for training of the district staff and reintroduced this activity with much success.

### **3.1.3 Objective No. 3 The knowledge about labour-based works for employment generation has increased among decision-makers and the general public**

The following outputs were conceived:

#### Output 3.1: Labour-based policy publicized in newspapers and on radio and television.

The activities earmarked here were:

- 3.1.1 Develop public relations strategy with the help of consultants.
- 3.1.2 Prepare 15-minute video on labour-based feeder roads construction with evidence on employment generated and foreign exchange saved.
- 3.1.3 Get the video on national television; in addition and based on the video, prepare short television spots and pay air time to have them screened on national TV.

#### *Progress Achieved*

Various communication materials were collected, analysed and developed and agreed on with the Jacaranda consultant and a budget drawn for the purpose. Authorisation for the funds was requested from ILO Geneva and received. LAPPCOM has since used the funds to prepare a comprehensive 29-minute video depicting a wide range of

labour-based work situations where labour-based techniques were demonstrated and clearly showed the quality of work produced and the benefits to individuals as well as the general community where the works were carried out. Individual testimonies of benefits are well-documented and articulated in the video by both the beneficiaries and LAPPCOM members. This video had been screened on UTV twice by the time this terminal evaluation was carried out. A 15-minute summary video has also been produced specifically for those very busy persons or groups of persons who may not have time to view the 29-minute one. Snap shots of labour-based work-situations and beneficiaries etc. have also been produced and a contract concluded between LAPPCOM and UTV to screen those snap-shots for about one-two minutes every other day over thirty days at a prime time just before the local UTV news at 10:00 pm.

This awareness campaign will be extended to other private TV stations and the news media to ensure that the message covers as wide a cross-section of the targeted public as possible. LAPPCOM identified the following as channels/print media for the circulation of labour-based awareness material/information:

- i) National newspapers as “Pull-outs”
- ii) Uganda Institution of Professional Engineers Journal
- iii) FUE Newsletter
- iv) NOTU Speaks
- v) MOWHC Newsletter

One article was submitted to (ii) above. A centre to be known as MWHC/LBM Documentation Centre has been planned at MWHC and a list of materials for the centre finalised with input from ILO/ASIST in Nairobi.

#### *Evaluation*

The activities have been executed (and some are ongoing) but received most attention during the last part of the project, it is therefore difficult to evaluate their impact.

#### Output 3.2: High-profile workshop to launch manuals.

The following activity was defined:

- Prepare press release to introduce manuals.

#### *Progress Achieved*

A District Engineers workshop was organized and held from 13<sup>th</sup> to 18<sup>th</sup> August, 2000 with focus on Planning, Budgeting and Implementation of labour-based road works. The DE's attendance was 100%. The DE's appreciated the training especially in costing their work-plans and they requested that this training should be extended to Road Supervisors who practically implement road works.

#### *Evaluation*

The activities were successfully implemented and were very much appreciated by the beneficiaries.

### **3.1.4 Objective No. 4 Labour-based techniques and the use of local resources has been further researched and developed**

To ensure the achievement of this objective specific outputs were required. These were:

Output 4.1: Three feasibility studies on labour-based techniques or the use of local building materials.

The activity defined was:-

4.1.1 Commission Studies as requested by LAPPCOM.

4.2.1 Through the technical line ministries and in close coordination with on-going programmes organise and fund feasibility studies of small-scale labour-based test works in one or two urban areas, such as hand paving of market places or access streets; solid waste management/recycling; or other works with likelihood of replication.

*Progress Achieved*

The mid-term ET listed objectives No. 2 and 4 as un-achievable. This position was accepted by LAPPCOM at the debriefing meeting of 14<sup>th</sup> October, 1999. In this context LAPPCOM thereafter concentrated on implementing the recommendations made by the ET. The key issues were:

- i) Institutional sustainability of LAPPCOM;
- ii) Implementation modalities of the project during the rest of its life.
- iii) Employment Policy and
- iv) Revised work plan over the remaining project life.

*Evaluation*

Since no budget was available the pilot projects were dropped by the MTR.  
No activities.

Output 4.2: Two to three Master's theses in Civil Engineering on labour-based technology.

The activities here were:

4.3.1 Initiate research into the use of labour-based approach at Departments of Economics and Civil Engineering at Makerere University; assist in its integration in courses; consider sponsoring two to three post graduate (Masters) training majoring in labour/local resources-based technology.

4.3.2 Assess the feasibility of integrating labour-based techniques in courses at technician level.

*Progress Achieved*

On 28<sup>th</sup> April, 1998 the Head of Department, Civil Engineering at MUK submitted a draft proposal for integration of labour-based methods into civil engineering curriculum. The proposal included two Masters programmes among other items and had a total budget of about US\$40,000 only (See Progress Report No. 1). Progress Report No. 2 distinguishes the proposal for support of a Masters programme from that of integration of labour-based methods in MUK curriculum. This was submitted late and could not be undertaken by the SIDA interregional project coordinated from Geneva. No funding has been made available. However this EM was briefed by the Dean of the Faculty of Technology that MUK has been teaching some aspects of labour-based methods although it cannot examine students on those aspects. He further said that undergraduates have been carrying out research on labour-based methods for the last two years. He also said that the ME and M.Sc. programmes have sections on labour-based methods and that he has a Ph. D. student in labour-based methods.

*Evaluation*



MUK has gone ahead and has successfully implemented activities aimed at introducing labour based methods into the curriculum.

Output 4.3: A hand library on labour-based approaches, local resource use etc.

The activities defined here were:

- 4.4.1 Collect relevant literature from other projects, ILO, NGOs, etc., and establish a hand library in a suitable location.

*Progress Achieved*

A representative from UPK on LAPPCOM is working hand-in-hand with Eng. Were to integrate and start courses with labour-based methods as a component for the technician students and short courses on labour-based methods for small-scale contractors beginning January, 2001.

Books were procured and supplied to the MOWHC, MOFPED and MUK.

*Evaluation*

The activities were successfully implemented;

## **3.2 Project organisation, management and supervision**

### **3.2.1 Organisation**

*LAPPCOM*

The project was conceived as a support to the secretariat of LAPPCOM, it would provide two national professionals for three years with additional resources to carry out studies, organise training events, and the like. The Labour-Based Policy Promotion Committee (LAPPCOM) was constituted by the MOFPED and the first meeting took place on 30 April 1998. The Chairman was from MOLG and the members from MOWTC, MLSW and MOF, the two national professionals are also members of the committee. The second meeting took place one year later on 26 May 1999, two additional new members were present NOTU (National Organisation of Trade Unions) and FUE (Federation of Ugandan Employers).

The mid-term evaluation recommended a much more active involvement of the committee and included allowances for the committee in the revised budget. This recommendation has been followed and after the mid-term review MTR the committee has held monthly meetings (in all fourteen meetings have been held). The membership of the committee has also been further extended to ASLBC, UPK, MUK and UACE. A reorganisation of the MOLG has resulted in the transfer of its member (the chairman) to MOWHC depriving the MOLG of a seat in the committee. The minutes of the meetings show active participation of the members with useful initiatives being taken. The committee has recently started to examine appropriate measures allowing it to continue its activities after the end of the ILO/DANIDA support.

It is clear that the MTR recommendations have had an important impact on the committee's activities, the attendance allowances for committee members in particular may explain this impact. Since these allowances are paid by the project this invokes the question of sustainability. On the other hand the budget involved for these allowances is very small and its impact has been very important, it was therefore an excellent recommendation.

In order to mobilise new resources the committee should make closer contact with donors, one possible way to do this would be for the committee to invite representatives of donors as

observers at LAPPCOM meetings. Actual donors providing funding for LAPPCOM could be invited but also inviting prospective donors could be useful.

#### *Project team*

The project activities started in September 1997 with the employment of the National Project Coordinator and, one month later, the Project Engineer. A secretary and a driver are also engaged under the ILO budget. Since early 2000 the Project Engineer who was on leave from MOWHC has returned to his ministry and has taken up the position in the DUR, he has not been replaced.

The project has contracted local consultants to undertake specific studies and to produce videos as provided for in the project documents.

An international visiting consultant has been contracted under the project to provide advice and quality assurance. He has conducted regular field missions and has produced three reports (February 1999, September 1999 and April 2000).

It is clear from the above that the project has a clear national execution focus, if we compare this approach with the more traditional approach of employing an international CTA (requiring a budget at least twice as large) the outcome is very positive in favour of national execution.

### **3.2.2 Planning and progress reporting**

The project has prepared six-monthly or annual work-plans in consultation with the international consultant. The work-plans have not been formally approved although comments from ILO headquarters were sent by email. The work-plans prepared have generally been detailed on activities and fixed completion dates, but do not link up with budgeting and general resource allocation.

The project has produced three progress reports so far:

- Progress report n° 1: 1 September 1997 to 30 April 1998
- Progress report n° 2: 1 May 1998 to 31 December 1998
- Progress report n° 3: 1 January 2000 to November 2000

There was no formal progress report for 1999, this was replaced by the mid-term review MTR report and the visiting advisors report.

The mid-term review MTR had recommended that the progress reports should be prepared on a six-monthly basis this recommendation has not been implemented.

### **3.2.3 Supervision and evaluation**

The project document states that project reviews with participation by the Government of Uganda, ILO Headquarters and eventually DANIDA will be prepared in November 1998, September 1999 and July 2000. These project reviews have not taken place and there has been only one mission from ILO Headquarters (end 1997 at the beginning of the project) during the whole project duration. The reason for this may be that due to the decentralisation policy of ILO these visits were delegated to the ILO regional offices in Addis-Ababa and Dar-Es-Salaam. There have been two visits by Osei Bonsu of the Addis Ababa office who visits yearly the UTRP project in Mbale and on that occasion contacts LAPPCOM, these visits by a labour-based expert were rated useful by the project. There have been regular visits (about every three months) to Uganda by the Director of the ILO Area Office in Dar es Salaam or his

Deputy, the project was informed of these visits and invited to contact the Director, however these contacts are used to solve financial and administrative problems but do not provide technical backstopping.

The mission learned from UNDP that a UNDP mission with an ILO team leader recently spend five weeks in the country to prepare the UNDP 2000-20004 country programme's section on private sector support without making contact with LAPPCOM.

The project document states that a mid-term review MTR mission will be undertaken in November 1998, this mission took place only one year later limiting the impact of that mission to the last year of the project's activities.

The project document states that the project will work closely together with the regional ILO project ASIST and the mid-term review MTR proposes that the project should establish itself as the informal outlet of ASIST. This did not happen but it is fair to say that the project increasingly benefited from services of ILO-ASIST staff in Nairobi, they have offered advisory services in the area of LBM-employment-generation in general and promotion of LBM in particular.

It appears that because of reduced capacity at headquarters, the ILO relied upon the visiting consultant to provide regular guidance. The project would have benefited from more supervision by the ILO.

### **3.3 Financial status**

#### *Danida funds*

The initial budget of the project was US\$ 661,187, including a provision for cost increases of 3%, covering the period from 1 September 1997 to 31 August 2000. The budget has been revised several times, the revisions involved changes to individual items but without changing the total amount. The latest requested change proposes to extend the project up to 30 April 2001 without increasing the project amount.

Table: Financial overview ILO/DANIDA funds(US\$)

B/L	Item	Original	Revised	Expenditure	Proposed
		Budget 1997	Budget 1999	to date	Budget 2000
11	External collaboration	110 000	110 000	96 657	124 000
13	Administrative Staff	57 400	68 853	50 866	71 181
15	Travel on Official Business	21 000	15 000	11 024	15 000
17,01	Economist	80 500	98 420	81 400	96 800
17,02	Engineer	80 500	52 600	51 103	51 103
17,03	National Consultants	60 000	38 000	27 000	37 236
33	Training	10 000	62 000	23 572	51 700
41	Equipment	48 000	48 000	45 678	46 678
51	Operation & Maintenance	37 000	29 000	25 000	33 620
43	Miscellaneous	40 945	43 945	24 000	38 500
68	<b>Sub-Total</b>	<b>545 345</b>	<b>565 818</b>	<b>436 300</b>	<b>565 818</b>
71	Programme Support	70 894	73 556		73 556
	Prov. for Cost Increases	44 948	21 812		21 812
	<b>Grand Total</b>	<b>661 187</b>	<b>661 186</b>		<b>661 186</b>

During the mid-term review MTR delays in the transfer of funds from ILO/Geneva to the project office were noted and recommendations made that solved the problem.

#### *GOU Funds*

The GOU allocation to the project was initially UG Shs 160 million. Out of this an estimated amount of UG Shs 38 million relates to tax exemptions, which is not reflected in project accounts. The reduced GOU staff involved in the project has decreased the contribution.

The GOU budget is estimated at UG Shs 100 million. The GOU cash contribution is generally released on a quarterly basis; i.e. in theory annual approved budgets disbursed quarterly in equal instalments, but due to national and budget constraints, not always timely. Nevertheless the contribution is significant compared to the limited resources available to the Government. The expenditures, commitments and planned expenditures are reflected in the following table.

Table: Financial overview GOU funds (UG Shs)

B/L	Item	Total	Total	Total	
		Budgeted	Release	Expenditure	Balance
		1	2	3	(2-3)
231	Local Salaries and Wages	13 800 000	6 707 500	4 587 931	2 119 569
241	Allowances	15 000 000	23 969 779	22 430 000	1 539 779
321	Vehicle Operation & Maintenance	33 600 000	29 764 455	28 769 992	994 463
331	Consumables	15 000 000	9 233 539	9 187 866	45 673
341	Utilities	6 000 000	3 977 637	3 522 000	455 637
391	Other Goods & Services	17 000 000	9 801 331	7 826 636	1 974 695
		<b>100 400 000</b>	<b>83 454 241</b>	<b>76 324 425</b>	<b>7 129 816</b>

## **3.4 Impact**

### **3.4.1 Abstract**

It appears from the progress review of the project that a lot of work has been done, good progress has been made towards achieving the objectives (even those that have been eliminated during the mid-term review MTR). It is however clear that the objectives have not been completely achieved, this being due to two major factors:

- The budget did not allow for the implementation of all the activities; and,
- The objectives were probably overly optimistic and put the expectations at a very high level. The objectives were about changing the minds of decision makers and this is always a lengthy process. Moreover the four objectives are interlinked and delaying implementation of any of them impacts on the others.

Also many activities, such as the airing of the videos, are ongoing and their impact will materialise only later.

### **3.4.2 Target groups reached**

Although the project document intended the project to promote LBM in different sectors, the project concentrated all its efforts on the road sub-sector. It appeared however during the terminal evaluation that there is a lot of interest in the country in the application of LBM in other sectors, for example in the building sector.

Training concentrated on the district engineers and other district technical staff, and yet there is a need to train more LB contractors because there is an acute shortage of LB contractors countrywide.

### **3.4.3 Influence of external factors**

There has been no influence of external factors other than the ones foreseen in the project document.

### **3.4.4 Unforeseen positive and negative effects**

At the time of project formulation the probability of obtaining additional funds from the bi-lateral Danida program for Uganda to fully implement all the project activities was rated as very likely. The failure to obtain these additional funds has hampered the project.

### **3.4.5 Effectiveness and efficiency**

The national execution of the project conceived as support to the secretariat of a national committee was an efficient approach, the results obtained are important compared to the limited funds invested.

It is difficult to meaningfully measure the effectiveness of the project because

- the impact of all the actions has not yet fully realised;
- all actions have not been completely executed due to lack of funds; and
- of the inter-linkage of the different objectives.

However the results obtained and the enthusiasm of the different actors allow the evaluation team to be optimistic and any organisation investing funds in the continuation of the project can expect to get a good return on its investment. This will specially be true if the lessons learned and recommendations of the evaluation are taken into account.

## **4 Sustainability**

### **4.1 Future project benefits**

The mid term review MTR recommended deferring objectives 2 and 4 as these were judged unachievable and yet all four objectives are interlinked and the realisation of the project benefits is not possible without fully achieving all four objectives. Therefore it is necessary that LAPPCOM continue its activities until all the objectives are achieved.

The work is only beginning to bear fruit and to curtail the activities of LAPPCOM at this point in time would be disastrous to the future project benefits.

#### **4.1.1 Future activities of LAPPCOM**

The following is the result of some brainstorming sessions with LAPPCOM members, LAPPCOM secretariat staff and consultants. It shows what LAPPCOM could do in the future after the support of of DANIDA/ILO comes to an end.

Concerning the policy and planning objective, the project has mainly progressed towards the policy formulation, which still needs formal approval, legislation and implementation into the planning process.

Concerning the capacity building objective, training of private sector contractors and consulting companies is necessary for the implementation of labour based works. Furthermore training of the planning and technical staff of relevant line ministries is also a necessity.

It has become increasingly clear that advocacy should be focussed in order to convince the highest levels of decision-making in the country and in the donor community. It may for instance serve a good purpose during the upcoming April 2001 donor conference on roads' maintenance, for LBM to figure prominently as a strong strategy towards poverty eradication through job creation. This would require necessary preparatory work by LAPPCOM secretariat reinforced with a high level international consultant. Reaching the highest levels of decision-making would also require sensitisation of the parliamentarians through organisation of special sessions of parliamentary committees.

With regard to research and development there is an acute interest and the will to introduce LBM into other sectors and LAPPCOM should explore and implement ways to facilitate the introduction of LBM into other sectors such as building construction, local building materials production, vocational training for the building industry, water and sanitation, etc..

Concerning LAPPCOM itself, it would be useful to reintroduce MOLG as a member and to invite a limited number of new members from sectors where LBM could be introduced.

From the above it appears that LAPPCOM still has a lot of activities to do. These activities require funding and support by Government as well as development partners.

During this terminal evaluation, enquiries were made from various donors about the availability of funds for LAPPCOM activities after ILO support ends. It appears that the donors and funding agencies are willing to consider supporting and often have funds available for funding of LAPPCOM activities.

World Bank would be willing to include funding for LAPPCOM in the road sector program if requested so by the Government. It is too late for phases two and three but funding may be included in phase 4 during pre-appraisal in mid-2001, funds would become available when this phase starts in 2004.

DFID is implementing a road project in Western Uganda, this project was initially equipment-based but during the mid-term review MTR (which was done by Erik Lyby) a labour-based component was added. This component was judged very successful and DFID is now preparing an extension of this component. DFID is ready to consider a request by LAPPCOM to include funding for some of its activities. The request should reach DFID before the middle of December, the funds would be available during the year 2001.

DANIDA has about US\$ 1million in a project for support to the domestic construction industry. So far they have received no requests from the road construction industry for use of these funds. Since a representative of the Small-scale labour-based contractors association is a member of LAPPCOM, LAPPCOM could help this association formulate its needs for example for training contractors in labour based techniques and secure funding for these activities from the DANIDA project. LAPPCOM could probably be designated by the DANIDA project as the coordinator for these activities.

Finally LAPPCOM has requested that DANIDA consider funding of some of its activities during the upcoming DANIDA MTR mission of its road sector project.

On exploring every possible source of funding LAPPCOM should be innovative and not only focus on international donors – who can only offer temporary resources – but also try to link up with the private sector.

#### **4.2 Linkup with other development efforts (HIPC, PAF, UNDP Country programme 2000-2004)**

The Heavily Indebted poor Countries Initiative (HIPC) provides Uganda with important funds to be invested in poverty alleviation activities through the Poverty Alleviation Fund (PAF). LAPPCOM has worked in close contact with HIPC and has recommended that part of the funds should be spent on labour based district roads rehabilitation, this recommendation has been implemented.

Other possibilities of linkup with other development efforts exist and were explored during the evaluation mission.

- The UNDP 2000-20004 country programme's contains a section on private sector support, since LAPPCOM promotes the private sector labour based contractors there is scope for collaboration.
- DFID is implementing a labour based road project and may fund some of LAPPCOM's activities, collaboration with the Western Uganda project may be mutually beneficial.
- DANIDA has a project component promoting domestic construction industry, therefore a linkup may provide funding to support labour based contractors.
- The WB road sector development programme contains also labour based components and LAPPCOM should consider working with this component.

## 5 Special ILO concerns

### 5.1 Labour standards

The ILO Conventions of relevance for public infrastructure works are the following:

- C. 29 Forced labour
- C. 87 Freedom of association
- C. 95 Protection of wages
- C. 100 Equal remuneration
- C. 105 Abolition of forced labour
- C. 111 Discrimination (employment and occupation)
- C. 131 Minimum wage
- C. 167 Safety and health in construction

GOU has ratified only three of these standards, namely:

- C. 29 Forced labour
- C. 95 Protection of wages
- C. 105 Abolition of forced labour

And is considering for approval:

- C. 138 Minimum age
- C. 182 Elimination of the worst forms of child labour

LAPPCOM promotes the respect of ILO standards in all its activities and in particular the following:

- In the context of the first objective, LAPPCOM prepared the first drafts of the National Employment Policy Paper and included explicit references to the following labour standards: occupational safety and health, protection of children against child labour, equal remuneration of men and women and freedom of association. The task of preparing the final draft was given to the Ministry of Labour in collaboration with LAPPCOM and was completed in November 2000.
- In the context of the second objective, the training manuals produced by the project include sections on the ILO standards promoting the application of equal remuneration, protection of children against child labour and proper safety and health measures such as protective clothing and first aid kits on site.
- The videos prepared and aired in relation with the third objective refer implicitly to the above labour standards.
- Finally the introductory lectures to the students at Makerere University refer to the labour standards (fourth objective).

It should be stressed however that the full implementation of the ILO standards is still a remote objective. The evaluation mission saw children working on some of the sections of the Mubende road executed by district staff with funding by a US NGO. The importance of ILO standards in the training of technical staff is regularly being emphasised by the ILO but much follow-up is needed. These issues are clearly not considered of great importance in the day-to-day work of the district people and all these construction sites are not under the authority of the project.



## **5.2 Environmental effects**

The protection of the environment is an issue in the National Employment Policy Paper (November 2000) but there is no special reference to the advantage of labour-based methods in respect to environmental impacts. This is an issue LAPPCOM could usefully take up in its future activities.

## **5.3 Gender issues in the construction industry**

As mentioned above, the final draft of the National Employment Policy Paper (November 2000) includes explicit references to the equal remuneration of men and women. The videos prepared by LAPPCOM also show the participation of women in the labour-based road works.

The labour-based road works in Uganda in general promote participation of women. The final report of the UTRP project mentions the participation of women in the workforce: 8% of the workdays were done by women. The labour-based component of the DFID project in Western Uganda has an important participation of women of about thirty percent of the work force. During a field visit to the ACIDI-VOCA project in Mubende district by the evaluation mission, it was observed that many women worked on the road rehabilitation works and some of them were employed as foremen.

## **6 Conclusions, recommendations and lessons learned**

### **6.1 Conclusions**

The project is relevant for the needs of Uganda and is important in the context of poverty eradication. It addresses the main problems related to the promotion of LBM. The project execution is national and ownership of the project is highly representative of the stakeholders. The project document was too ambitious taking into account the availability of resources and showed some weaknesses in the design in that sections dealing with assumptions and indicators are missing. Closer supervision by ILO Headquarters would have provided stronger guidance and direction to the project team.

Despite the above shortcomings the project has achieved remarkable results towards all of its objectives, even if the objectives were not completely achieved.

### **6.2 Recommendations**

It is necessary that LAPPCOM continues its activities until all the objectives are achieved.

Future activities should include

- Approval, legislation and implementation of the formulated policies into the planning process.
- Training of private sector contractors and consulting companies, as well as the planning and technical staff of relevant line ministries.
- Advocacy should be focussed in order to convince the highest levels of decision-making in the country and the development partners.
- Introducing LBM into other sectors.

LAPPCOM should explore every possible source of funding in order to make the necessary resources available for the implementation of the above activities.

### **6.3 Lessons learned**

- Project formulation should follow the established guidelines, and include a realistic budget that corresponds to the expected outputs.
- Promotion of LBM involves changing people's minds and this takes time. Project duration should take this into account.
- Advocacy should extend to the highest levels of decision making.