



Advisory Support Information Services and Training – Africa  
A Programme of the International Labour Organisation Employment-Intensive Investment Branch

## EMPLOYMENT-INTENSIVE INVESTMENT FOR POVERTY REDUCTION

# TAKING THE ARUSHA STATEMENT FORWARD<sup>1</sup>

2004

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<sup>1</sup> *Disclaimer: The 'Arusha Statement' was developed by the delegates at the 10th Regional Seminar for Labour-based Practitioners held in Arusha, Tanzania 13th -17th October 2003. It is not an official document of the International Labour Organisation (ILO). Opinions expressed are those of the delegates of the 10th Regional Seminar for Labour-based Practitioners and do not necessarily reflect the views of the ILO. The original text of the Arusha Statement has been edited slightly for readability.*

## Introduction

Developing countries and their development partners are faced with the serious challenge of addressing escalating poverty levels. Governments in Africa now recognise that employment is the key route out of poverty. During the recently held African Union (AU) Extraordinary Summit for African Head of States on Employment and Poverty Alleviation in Ouagadougou, Mali, October 2004, governments resolved to utilise key sectors with high employment potential to generate jobs and to allocate adequate resources for this purpose (AU Extraordinary Summit on Employment and Poverty Alleviation, Action Plan 2004). Infrastructure accounts for up to 60% of public investments in African countries and provides a huge potential for employment creation. This potential can readily be realised by increasing the employment-intensity of infrastructure delivery mechanisms using labour-based technology (LBT)<sup>2</sup>.

Acknowledging the potential of labour-based technology ten regional seminars have been held in different countries in Africa, where labour-based practitioners have met to review developments in the application of labour-based technology and associated issues. Each seminar offers an opportunity for participants to consolidate lessons learnt over the past years into a corpus of "best practice" and to identify areas for future work.

The Tenth Regional Seminar was conducted from 13 -17<sup>th</sup> October 2003 in Arusha, Tanzania. It was organized and hosted by the Ministry of Works (MoW) of the United Republic of Tanzania, in collaboration with the International Labour Organisation's (ILO) Advisory Support, Information Services and Training Programme in Africa (ASIST). The theme of the seminar was '**Labour-based Technology for Poverty Reduction**' and its aim was to investigate the true impact of labour-based technologies on poverty reduction, collate an evidence base and identify key way in which the impact on poverty can be maximised.

"Infrastructure also offers opportunities to provide forms of social protection that move people beyond safety nets when employment concerns are linked into mainstream investment policy. Even where the policy environment is poor, such initiatives can have an impact on poverty. With careful attention to trade-offs, the physical capital accessible to poor people can be enhanced at the same time as employment is provided. Choosing sectors and technologies where it is technically feasible and economically cost-effective to use labour-based technologies is crucial. It has been most often used in roads (usually involving private sector contractors), but is also relevant to irrigation, drainage and sanitation, erosion control and water supply; all of which are sectors that can be of direct benefit to the poor."

DFID. Making connections - Infrastructure for poverty alleviation. DFID 2002.

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<sup>2</sup> **Definition of labour-based technology:** *Labour-based technology aims at applying a labour/equipment mix that gives priority to labour, but supplements it with appropriate equipment where necessary for reasons of quality or cost. This implies the properly planned use of labour in an economically efficient, humanly fair and hence sustainable manner. Labour-based technology makes optimal use of local resources such as local material, and tools and equipment that are nationally or regionally produced.*

*Key findings from the seminar were that although labour-based technology (LBT) can have a large impact on poverty, more work is needed to measure this, and that opportunities presented by LBT for tackling poverty are not being taken advantage of.*

The seminar participants formulated the “**Arusha Statement**” on the final day of the seminar and resolved to adopt the Statement and pursue follow up actions in their respective countries to address these shortfalls. The progress and actions taken would be reviewed during the next regional seminar to be held in 2005 in Kenya.

This brief has been developed to support actions towards implementing the Arusha Statement and in general advocating for labour-based technology. It contains the 'Arusha Statement' supplemented by additional information on implementing recommendations, examples and possible indicators of progress.

# THE ARUSHA STATEMENT

## THE MANDATE

### Preamble

The 10<sup>th</sup> Regional Seminar for Labour Based Practitioners was held in Arusha, from 13<sup>th</sup> - 17<sup>th</sup> October 2003 under the theme "Labour Based Technology for Poverty Reduction." The objectives were to:

- ❖ Investigate the true impact of labour-based technology on poverty;
- ❖ Collate an evidence base;
- ❖ Identify key ways in which the impact of labour-based technology on poverty can be maximised.

209 participants attended the seminar from 23 countries.

Country	No. Of participants	Country	No. Of participants
Botswana	2	Rwanda	1
Ethiopia	14	South Africa	12
Ghana	6	Sudan	1
Kenya	7	Tanzania	90
Lesotho	6	Uganda	14
Malawi	10	Zambia	5
Mozambique	5	Zimbabwe	13
Namibia	2	Europe / N. America	9
		Asia	11

Fourteen papers were presented and discussed in six sessions under the following sub-themes:

- ❖ Infrastructure provision through labour-based technology (LBT)
- ❖ Involvement of community and private sector
- ❖ Contracting and labour standards
- ❖ Policy and up-scaling of LBT

The paper presentations and discussions were complemented with site visits to labour-based activities, namely the Sombatini Quarry, un-planned settlements of Alinyanya/Sanare, Kijenge and Majengo area, TANROADS Road Rehabilitation Project (Spot improvement of Tanganyika/Packers - Losinyai Road) and Routine Maintenance on Moshi-Arusha highway.

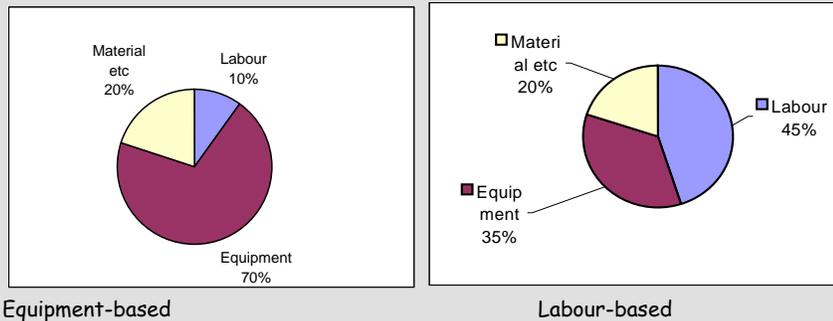
**HAVING** deliberated on pertinent issues on LBT for five days focusing on the following key issues:

- ❖ Impacts;
- ❖ Challenges and Opportunities;
- ❖ Sustainability; and
- ❖ Key Strategic Issues;

**RECOGNISING** the potential of LBT in poverty reduction through provision of infrastructure and services, employment creation, and income generation, with opportunities for involvement of community and private sector;

ILO studies on labour-based infrastructure programmes carried out in Afghanistan, Cambodia, Ghana, Guinea, Lao People's Democratic Republic, Lesotho, Madagascar, Mozambique, Nicaragua, Rwanda, Thailand and Zimbabwe show that when compared with equipment-based approaches, labour-based approaches:

- are between 10 and 30 per cent less costly in financial terms;
  - reduce foreign exchange requirements by between 50 and 60 per cent;
  - create between three and five times as much employment for the same investment;
  - result in the same quality of infrastructure;
  - stimulate local economic development; and
  - engender socio-reintegration when used in reconstruction after conflict.
- 45% of investment paid in wages as opposed to 10% in equipment based approaches.



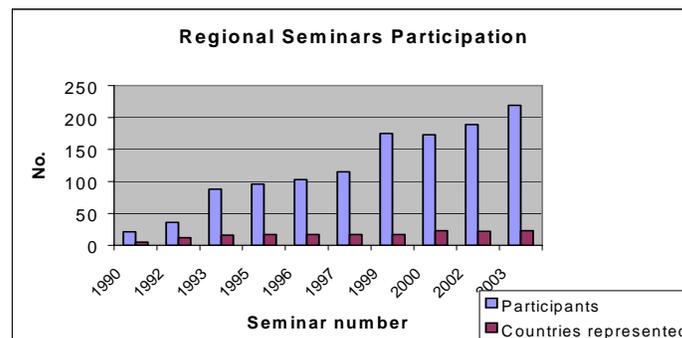
**COGNISANT** of the link between poverty, the high rate of unemployment and the poor access to infrastructure and services;

A great deal of research on economic growth confirms the importance of infrastructure. There has been no comparative cross-country research specifically on the role of infrastructure in encouraging a more pro-poor pattern of growth. But there is very strong evidence from elaborate studies of rural development patterns across China and India - countries that have both made major progress in reducing rural poverty - that infrastructure services are crucial. While there is no simple linear relationship, infrastructure interventions can have both direct and indirect benefits for the poor. Because of this potential double contribution, they have been described as 'twice-blessed' and therefore as essential elements of a poverty reduction strategy.

*DFID. Making connections – Infrastructure for poverty alleviation. DFID 2002.*

**TAKING NOTE** of the accumulated experiences and success stories of pilot LBT projects and programmes that have been reported in this and previous regional seminars and realising the need for further analysis of LBT impact on Poverty Reduction;

**ENCOURAGED** by the appreciation of the Seminar Participants of the contribution of these Regional Seminars in experience sharing, networking and sharing issues of common interest



for further development and hence the desire to continue holding of these seminars, and the need for review, evaluation and diversification of LBT practices for enhanced impact;

**APPRECIATING** the technical and financial interventions of some of our development partners in promoting LBT, and their willingness to continue supporting these initiatives;

**REALISING** the little commitments by some governments, international financing agencies, and mutli- and bi-lateral cooperation agencies, and the slow up-scaling and mainstreaming of LBT in development interventions;

**CONSCIOUS** of the constraints, in terms of technical, financial, institutional framework, equipment and cultural issues that have been affecting the replication of LBT;

**NOTING** the resolve of governments to improve the livelihoods of their citizens as evidenced by the formulation of Poverty Reduction Strategies and subsequent targeting at achievement of Millennium Development Goals;

**Poverty Reduction Strategy Papers (PRSP)** describe a country's macroeconomic, structural and social policies and programmes to promote growth and reduce poverty, as well as associated external financing needs. Governments through a participatory process involving civil society and development partners prepare PRSPs.

**The Millennium Development Goals (MDGs)** were adopted by world leaders at the United Nations Millennium Summit in September 2000 to set clear targets for reducing poverty, hunger, disease, illiteracy, environmental degradation, and discrimination against women by 2015.

**Overarching Goal 1 is to halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day.**

## RECOMMENDATIONS

The 10<sup>th</sup> Regional Seminar participants **HEREBY RESOLVE** to promote, maximise and mainstream the use of LBT in the provision of infrastructure and services to contribute to poverty reduction, through implementation of the following strategies:

### CREATION OF ENABLING ENVIRONMENT

**Policy:** Impress upon Governments to put in place/implement relevant policies that will guide the mainstreaming, diversifying and maximising of the use of LBT and ensure sustainability of the same. The policies should clearly guide the deployment of local contractors and communities in LBT projects.

**Botswana:** Between June 2000 and December 2001, the equivalent of 174 full time jobs were created per year during a pilot demonstration LBT routine road maintenance project covering 259 kms of road. If LBT routine maintenance were widened to the paved road network (9500 km), national unemployment could be reduced by 3%. If widened to the whole road network (23000 km) national unemployment could be reduced by 7%. Other infrastructure sectors, both productive and social, also present high potential for job creation (Obika et al, 2003).

**Ghana:** If 20% of public and 10% of private investment in infrastructure were executed using labour-based methods, 50,000 direct and 75,000 indirect jobs more would be created as compared to using equipment based approaches. This far exceeds the countries annual employment creation target of 50,000 jobs in the formal manufacturing sector (Ampadu, 1994).

**Legislation:** Impress on Governments to put in place, amend existing and enforce appropriate legislation that will guide procurement procedures that enhance the engagement of LBT, contracting of communities and labour/work standards.

### ACTIONS

- Assess, review, and modify existing relevant policies that affect infrastructure and service provision to enable or promote the use of employment-intensive local resource based investments. These may include, procurement, decentralisation, privatisation policies, etc.
- Ensure sustainable mechanisms for resource allocation to achieve policy objectives are in place.
- Assess and review relevant legislation to support the relevant policy and implementation process.

#### *Examples*

##### **Policy**

**South Africa:** The Government of South Africa has also launched a programme known as the Expanded Public Works Programme (EPWP) with a five year budget of US\$ 2.5 billion focusing on creating about one million employment opportunities and developing skills of the workers to improve their post-programme employability.

**Philippines:** Extract from Executive Order No. 94 by the President of the Philippines: *"It shall be the policy of the government to utilize labour-based equipment-supported (LB-ES) method in infrastructure programs and projects, including foreign-funded projects as the technology of first choice, whenever it is possible and feasible, to alleviate underemployment and unemployment, promote self-reliance and conserve foreign exchange through reduced importation of construction equipment and fuel."*

#### **Legislation**

**South Africa:** The Government has adopted a Code of Good Practice that applies to special public works projects targeted at poverty alleviation and the reduction of unemployment. The Code, which was developed through a consultative process with representation from all stakeholders (workers, employers and the government), aims at regulating and standardising the conditions of work and the remuneration of workers.

#### **Possible indicators**

- Relevant policies and legislation supportive of employment-intensive local resource based investments in place.
- Core labour standards in place and enforced - enforcement mechanisms in place; *e.g.* collectively agreed or minimum legal wage rates.

**Institutional framework:** Impress upon Governments the need to create institutions charged and resourced for policy operationalisation and monitoring. The institutions should facilitate speedier implementation of decentralisation of decision-making and resources management, and reduce bureaucracy as regard to LBT practices.

#### **ACTIONS**

- Examine, review and set up an institutional framework that is supportive and resourced.
- Ensure capacity, processes, tools and mechanisms to operationalise policy through implementation exist.
- Ensure monitoring tools and mechanisms exist and the capacity to use these tools exists to monitor implementation and inform policy formulation.

This can be achieved through a dedicated unit, or by mainstreaming within existing structures such as PRSP secretariats. The institution should incorporate or collaborate closely with relevant non-governmental partners including the private sector, employers and trade unions.

#### **Examples**

**Lesotho:** The Government demonstrated its commitment to policy to promote the extensive use of local resources in all sectors by both establishing a new institution, the Labour Construction Unit. This unit was later transformed to Department of Rural Roads; to promote the application of employment-intensive, local resource based approaches, and allocating resources on an increasing scale (both recurrent and capital) in support of these approaches. The approach has since been mainstreamed within the Department for Rural Roads.

**Namibia:** The Government's White Paper on Labour Based Works Policy states that "Government will support the formation of a statutory, representative organisation - the Namibian Labour based Works Forum (LBWF). This body will constitute the hub of all activities regarding employment creation through labour-based works without removing the implementation responsibilities from the direct role players". The role of the LBWF is "to ensure that such efforts are effectively co-ordinated and promoted in all sectors and regions".

**Monitoring tool - Rapid Assessment of Poverty Impact:** (RAPI) is a tool developed by the ILO and tested in Ethiopia. The objectives of RAPI are to establish base line data for monitoring the impacts of employment - intensive road works on poverty over time, and draw lessons for adjusting and refining the method. A broader objective is to provide for inputs for designing development policies and strategies for reducing rural poverty and improving the well - being of the poor.

**Possible Indicators**

- A functioning and resourced institutional framework, with appropriate planning and decision making tools, implementation and monitoring systems and procedures.
- Proportion of public resource allocated to labour-based options increased.
- Amount of work contracted to small local contractors and communities increased.
- Foreign exchange requirements decreasing per unit of public investment.
- Distributive effects (*i.e.* employment generation, local economic activity) of public investments in infrastructure increase.

**Contracts:** Advise the Government to develop appropriate contract forms/ framework suitable for contracting LBT works taking into consideration special circumstances of the LBT stakeholders.

A contract is a binding agreement between two parties, specifying the rights and obligations for each party. Contracts can form a useful basis for negotiation of agreements and for ensuring issues such as quality of works and labour standards are adhered to. Inappropriate contracts can, however act as barriers to the participation of small, local contractors who carry out labour based works.

**ACTIONS**

- Develop and/or modify existing standard contract documents (e.g. FIDIC, ICE, World Bank) appropriate for minor works to be supportive of local contractors and resource-based approaches.
- Designs and documentation should aim to be technology neutral.
- Ensure tender procedures and contract complexity, duration and value are in line with capacity of small local contractors.
- Include social clauses related to labour standards *i.e.* specifying labour recruitment and termination procedures, minimum wage, equal opportunities for men and women, etc.
- Include clauses related HIV/Aids awareness and environmental protection, *etc.*
- Prescribe the amount of contract prices which are to be spent on labour- or employment-intensive technologies and methods to create employment
- Create and institute a mechanism to monitor adherence to contract clauses

### ***Examples***

**Ghana:** The Department of Feeder Roads included nine labour standards in conventional contract documents. The majority of the labour standards items would be included in the Bill of Quantities, to remove any competitive advantage. Contractors deemed to be making a positive contribution to labour standards were rewarding with a percentage bonus. (Scott, 2003)

**Zambia:** A 12-month pilot project using performance contracts was started in 1998/9. Some 6,443 km of trunk, main and district roads were included in the project and each contractor was given about 50 km through open tendering and encouraged to use a man-length of 1 km each. This translates into about 130 contracts and 6,443 jobs per year or about 1,554,320 person-days. This approach has guaranteed employment for both small-scale contractors and for local inhabitants. Contractors are encouraged to include females in their work. (Mabenga 2003)

**Tanzania:** The Hanna Nassif Community Development Committee entered into a community contract with the Dar es Salaam City Council to upgrade infrastructure within their community. Community contracting is a participatory approach whereby a community group negotiates with a development partner to undertake an activity. The approach kept the community in the driving seat of the upgrading works, the residents created good quality infrastructure appropriate to their needs and accessed jobs and skills. (ILO 2002)

### ***Possible indicators***

- Standard contract documents appropriate for small-scale contractors and local resource based approaches available and used.
- Fair distribution of contract awards between different types of contractors.
- Standard contract documents contain clauses concerned with working conditions, gender equality and HIV/AIDS awareness raising.
- Adherence to contract clauses.

**Incentives:** Advise the Governments to improve the operating environment by removing disincentives and/or put in place incentive schemes that will promote/maximise the use of LBT and private sector participation in delivery.

### **ACTIONS**

- Remove disincentives to allow equal access to work by different types of contractors, *e.g.* remove tax provisions that favour import of equipment over local manufacturing.
- Create incentives such as tax holidays, tax reductions, import tax exemption schemes to weigh the balance in favour of local manufacture of tools and equipment or importation of appropriate equipment not locally manufactured.
- Encourage the registration of small contractors and create relevant categories/classes where necessary.
- Support establishment of small-scale contractor associations/lobby organizations and peer-based regulatory processes, to reduce client-perceived risk factor in procuring services from small contractors, and financial institutions-perceived risk factor in extending credit to them.

### ***Examples***

**South Africa:** Targeted procurement is used to achieve socio-economic policy objectives in infrastructure investments in a fair, equitable, transparent, competitive and cost effective manner. For small contracts below a predetermined financial threshold, direct preference is accorded to targeted enterprises to tip the scales in their favour *i.e.* previously disadvantaged groups of society. For contracts above a certain financial threshold, bidders compete based on both the product to be constructed and social benefits such as business for targeted enterprises and/or employment opportunities for targeted groups.

**Zambia:** Under the Road Sector Improvement Programme (ROADSIP), international contractors were required to subcontract 30% of the contract value to local contractors (Mabenga 2003).

**Tanzania:** The Tanzania Contractors Registration Board has established a category for registration of labour-based contractors. This registration enables contractors to participate effectively in tendering process under competitive market environment on one hand, and to benefit from the Board activities in classification, regulatory services, and training and information services on the other hand.

### ***Possible Indicators***

- Incentives promoting use of local resource based methods in place.
- Fair distribution of work between different types of contractors.
- Procurement procedures that favour the participation of local small-scale contractors and the use of LBT methods and local resources.
- Proportion of work undertaken using local contractors and local resource based methods increased.
- Social objectives incorporated into procurement procedures *e.g.* employment creation.

## **CAPACITY BUILDING**

**Education and Training:** Impress upon relevant government ministries, institutions of higher learning and other training institutions to introduce, integrate and mainstream LBT topics in their relevant programmes and curricula.

### **ACTIONS**

- Develop, review, and introduce relevant curricula at tertiary institutions for labour-based and local resource based methods.
- Develop tailor made courses/programmes for practitioners from the private and public sector involved in infrastructure development at all levels
- Build capacity of tertiary and technical institutions to train on LBT issues.
- Advocate and promote the use of LBT through professional institutions and associations.
- Draw on existing documentation/programmes developed elsewhere.

### ***Examples***

- Several national technical training institutions offer courses and have developed training material on LBT infrastructure development including the Kisii Training Centre in Kenya; the Labour Construction Unit in Lesotho; the Mt. Elgon Labour-based Training Centre, in Mbale, Uganda; and the Zambian Roads Training School to name a few.
- The ILO has developed and published academic materials for use at undergraduate and postgraduate level (Howe, et. al 1998).
- A network of African universities to support the adoption of undergraduate and post graduate modules on labour-based road construction and maintenance in 12 African universities in Ethiopia, Ghana, Kenya, Mozambique, Nigeria, South Africa, Tanzania, Uganda, Zambia and Zimbabwe has been established by the ILO.

### ***Possible Indicators***

- LBT modules incorporated into curricula in relevant programmes at universities and technical training institutions.
- Increase in the number of graduate engineers/planners, contractors, consultants who have had formal training in LBT.
- An increased awareness of technology options (engineers) and an improvement in the quality of works (contractors) carried out using LBT.

**Research and Development:** Encourage and fund labour-based practitioners, research institutions and institutions of higher learning to embark on LBT research and development, and disseminate research findings, proven technology and best practices.

### **ACTIONS**

- Identify knowledge gaps research areas to broaden and increase application of local resources in different sectors.
- Carry out research that results in practical outputs that can be implemented and improve LBT practice.
- Identify resources to support research and/or incorporate research components into on-going work.
- Collaborate with academia and private sector to support research, dissemination and uptake of results.

### ***Examples***

**Appropriate Engineering Standards for Low Volume Roads:** A research programme seeking to increase the cost-effective provision of low-volume roads using labour-based methods, through reduced life-time costs and the application of appropriate standards is being carried out in five countries with support from Danida, DFID, Sida, TRL and ILO/ASIST. The research results will influence road infrastructure programmes designed to improve the livelihoods of people living in poor communities.

### ***Possible indicators***

- Resources allocated to research.
- Partnerships with academia and the private sectors to support research.
- Relevant research undertaken.
- New tools and procedures developed and used.

**Awareness raising/Advocacy:** Undertake to promote the benefits of LBT through lobbying, information dissemination, awareness campaigns on LBT practices to mobilise public opinion and civil society to demand for the same. The awareness and advocacy should also include analysis of barriers against LBT maximisation and mainstreaming.

#### **ACTIONS**

- Mandate a relevant institution (see also Institutional framework sub-heading) the role of information gathering, dissemination and advocacy; and build capacity to play this role
- Develop, document, collate and disseminate a nationally relevant evidence base of policy and practice
- Identify key stakeholders and their motivations and information needs
- Develop awareness/promotional campaigns and strategies to raise awareness, advocate and lobby using appropriate media and fora to suit the various stakeholder groups targeted

#### **Examples**

##### **Tanzania**

Under the newly launched national framework for promoting the use of LBT in infrastructure development, the Appropriate Technology Unit is to establish a labour-based technology resource centre, for the dissemination and promotion of the technology.

**Regional Seminars for labour-based practitioners:** Ten regional seminars have been held in different countries in Africa over the past 14 years, where labour-based practitioners have met to review developments in the application of labour-based technology and associated issues. Each seminar offers an opportunity for participants to consolidate lessons learnt over the past years into a corpus of "best practice" and to identify areas for future work.

##### **Creating public awareness**

A number of national governments including the Ministry of Transport and Communications, Zimbabwe (Labour-based road surfacing programme); the Ministry of Roads, Public Works and Housing, Kenya (Kisii Training Centre), have produced and broadcasted on national television documentaries featuring their labour-based programmes and the benefits of these approaches.

Awareness of the benefits and use labour-based approaches at grass-root community level has been made possible through local level participatory planning processes adopted in many labour-based programmes.

##### **Knowledge resource base**

ILO/ASIST Programme has collated a large knowledge base of policy, practice, experience in various media that is available through various channels including the regional programme offices in Harare, Nairobi, Bangkok and Geneva, the ILO website and national focal points. The information is disseminated proactively and on-demand. ILO/ASIST also helps build capacity of national partners to manage their knowledge resources.

##### **Possible indicators**

- Level of awareness of technology options amongst various stakeholders judged from increases use of the approach, demand/requests for information on the approach.
- Increased accessibility of knowledge at local levels.

## RESOURCE ALLOCATION

**Financial:** Governments should put in place financing systems and encourage the participation of local financing institutions that will ensure sustainable access of funds by LBT practitioners. The system should embrace favourable credits/loans schemes, special funds for micro-enterprises, setting aside some percentage of major projects for LBT, *etc.*

**Equipment:** Governments through relevant departments should put in place a system of enabling local contractors to access equipment, such as establishing equipment hire schemes including encouraging establishment of private equipment hire companies.

### ACTIONS

- Ascertain in-country availability of credit lines, equipment, tools and materials.
- Support contractors to access loans and equipment by strengthening credit worthiness *e.g.* through, guaranteeing continuity of work, providing contracts of sufficient duration, payment on time, credit guarantees, *etc.*
- Encourage leasing and hire purchase schemes.
- Encourage and support micro-finance and cooperative schemes.
- Train plant hire companies and contractors in proper equipment costing *e.g.* to factor realistic ownership, running and depreciation costs in order to be able to re-capitalise after the equipment reaches its useful economic life.
- Ensure timely and regular payments to contractors

### *Possible indicators*

- Amount of funding allocated to labour-based works from public and private resources.
- Proportion of different types of contractors accessing funds.
- Number of financial institutions/ equipment leasing companies serving the local construction industry.
- Amount of appropriate equipment accessed by lb contractors.
- Payback rate of loans.

It is clear that if developing countries, are to secure the potential gains from globalisation, development and maintenance of national infrastructure are essential. Working at the local level alone is unlikely to transform an economy. In network infrastructure, this will clearly fail without simultaneous improvement at the national level.

*DFID. Making connections - Infrastructure for poverty alleviation. DFID 2002.*

**Linkages:** Governments should be advised to put in place a mechanism of linking various projects and programmes related to poverty reduction to maximise their positive impacts thereby optimising resource utilisation. Linkages should also focus of enhancing networking, management and sharing of information.

## **ACTIONS**

- Develop/adapt an existing clear and widely accepted national development policy and implementation strategy focused on poverty reduction with appropriate indicators and monitoring system e.g. Poverty Reduction Strategy Papers (PRSP).
- Appoint a co-ordination body responsible for co-ordination within a sector as well as across sectors.
- Support co-ordination forums and meetings e.g. donor co-ordination forums, inter-sectoral/ministerial forums, joint stakeholder forums that include the private sector, NGOs, CBOs, and other development partners.

### **Examples**

#### **Donor co-ordination**

**Kenya:** The Kenya Roads Board has set up a National Coordination Committee encompassing stakeholders from relevant ministries and multiple development partners, to ensure that the Roads 2000 Strategy - a strategy that incorporates LBT into road maintenance - is implemented in a coordinated and well-structured manner.

#### **Possible indicators**

- LBT concerns are integrated into development strategies, are operationalised and monitored.
- Co-ordination mechanisms in place (stakeholder forums, meetings, communication channels, etc.)
- Development programmes of various stakeholders are harmonised and complementary in nature.

## **CROSS CUTTING ISSUES**

**HIV/AIDS, Gender, Environment and Poverty:** We call upon the Governments through their relevant departments and all stakeholders including civil society to mainstream HIV/AIDS awareness and prevention, gender, environmental and poverty issues in all LBT interventions.

## **ACTIONS**

- Incorporate cross-cutting issues into relevant policies and legislation
- Introduce contract clauses to ensure application of labour standards and workers rights, and institute mechanisms to monitor and enforce adherence
- Raise awareness and train stakeholders on how these crosscutting issues should be addressed in policy, planning, implementation, monitoring and evaluation.
- Develop tools and mechanisms to monitor/assess the effect of and impact of HIV/Aids, gender, environment and poverty on development programmes and vice versa, such as mechanisms to ensure gender disaggregating in data collection and indicators; environmental impact assessment tools; etc.
- Identify and gather more indicators and data on the link between poverty reduction and LBT.

### **Examples**

**South Africa:** One of the features of the Gundo Lashu programme in the Limpopo Province is to ensure the full and active participation of women at all levels of the project, *i.e.* contractors, senior technician, workers', *etc.* This is in accordance to the South African governments targets set to ensure inclusion of women in the development process.

**Mozambique:** The National Roads Authority (ANE) has developed "Guidelines for Social Clauses and Specifications for Contract Documents" providing standard contract clauses and specifications. The clauses aim to:

- Involve local authorities and communities in implementation
- Maximize local employment opportunities
- Enforce labour standards
- Provide opportunities to local sub-contractors
- Implement a programme of HIV/AIDS awareness and prevention activities.

### ***Possible indicators***

- Incidence of child labour on labour-based construction sites or related activities reduced (*e.g.* materials suppliers, food vendors, *etc.*).
- Number/proportion of female labourers, supervisors, engineers (public and private sector), planners, contractors, *etc.* increased.
- Labour standards being applied.
- Environmental impact assessments carried out.
- HIV/Aids interventions (*i.e.* awareness creation and/or prevention campaigns and initiatives) in infrastructure programmes.

**THEREFORE,** we call upon Governments, the donor community and other stakeholders to take steps to formulate a PLAN OF ACTION. We recommend that the 11<sup>th</sup> Seminar to review the progress towards that direction.

### **DEVELOPING AN ACTION PLAN**

1. Identify a goal or vision to mainstream LBT approaches in infrastructure development with key stakeholders.
2. Carry out a baseline situation analysis.
3. Identify the entry points / issues where most impact will be made.
4. Identify key partners.
5. Develop a strategy including who will do what and by when.
6. Identify and mobilise resources needed - technical, human and financial.
7. Develop indicators and monitor progress and impact.

### ***Monitoring progress***

- Identify relevant and measurable indicators.
- Collate, measure progress, *e.g.* on a country profile.
- Share and disseminate progress to others by sending progress updates to ILO/ASIST for inclusion in Bulletins / website and to be 'show-cased' at next regional seminar and other important fora.

## USEFUL REFERENCES

These and other relevant references are available from the ILO ASIST Information Services: [asist@ilo.org](mailto:asist@ilo.org). Website: [www.ilo.org/asist](http://www.ilo.org/asist)

### *Policy*

- Plan of action for promotion of employment and poverty alleviation - African Union Extraordinary Summit Employment and Poverty Alleviation, Ouagadougou, Mali, September 2004
- The Global employment agenda. ILO, 2003
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- Of nets and assets: Effects and impacts of employment-intensive programmes - A review of ILO experience. Socio-economic Technical Papers (SEPT) No. 1, Keddeman, Willem. ILO, 1998

### *Web sites*

- ILO Employment-intensive Investment Programme - [www.ilo.org/eiip](http://www.ilo.org/eiip)
- United Nations Millenium Development Goals - [www.un.org/millenniumgoals/](http://www.un.org/millenniumgoals/)

### *Planning and monitoring tools*

- Integrated Rural Accessibility Planning (IRAP) - Modular training package. Cartier, S, ILO. 2004
- A guide to Integrated Rural Accessibility Planning in Malawi. Dingen, R. 2000
- Local level planning and investment prioritisation. IT Transport. 1999
- Rapid Assessment of Poverty Impacts: Elaboration of a rapid survey method of assessing the poverty impacts of pilot employment-intensive projects, Murphy, ILO 1998
- A guide to Integrated Rural Accessibility Planning in Tanzania - Gender integrated version. ILO, SDC. 1997

### *Labour standards*

- Inclusion of social benefits in infrastructure - Ensuring social benefits for road workers through implementing labour standards. Jennings, et al. WEDC 2003
- Implementing labour standards in construction - A source book. Jennings, M et al. WEDC, 2003.
- Improving labour standards in construction - The Ghana experience. DFID, 2000 (video)
- Toolkit for HIV prevention among mobile populations in the Greater Mekong Region... Darby, E. et al. UNDP South East Asia, 2002. <http://www.hiv-development.org/publications/Tool-Kit.htm>
- Employment Intensive Infrastructure Programmes: Labour policies and practices, Tajgman, D and de Veen, J, ILO 1998 (Blue Guide and leaflets)

### **Web sites**

- International Programme on the Elimination of Child Labour - [www.ilo.org/ipecc](http://www.ilo.org/ipecc)
- International Labour Organisation Aids - [www.ilo.org/aids](http://www.ilo.org/aids)
- Water, Engineering and Development Centre - [www.lboro.ac.uk/wedc/publications](http://www.lboro.ac.uk/wedc/publications)

### ***Contracting***

- Small contractor development in Botswana through labour based routine road maintenance. Obika, B, et. al. 2003
- Community contracts in Urban Infrastructure Works: Practical Lessons from Experience, Tournee and van Esch, ILO, 2001
- Employment Intensive Infrastructure Programmes: Capacity building for contracting in the construction sector, Bentall, P, et al. ILO, 1999. (Green guide and leaflets)
- Short form of contract. FIDIC, 1999
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- Contract documents for routine road maintenance. LCU, Ministry of Works, Lesotho, 1996
- Bidding document for road rehabilitation/regravelling works. LCU, Ministry of Works, Lesotho, 1996
- Procurement of works: Smaller contracts. World Bank, 1995

### ***Resource allocation***

- Leasing for small and micro enterprises. A guide for designing and managing leasing schemes in developing countries. Deleen, L, ILO, 2003
- Recognition of the labour-based contractor: the case of Tanzania. Uriyo, A, 2002
- Employment-Intensive Infrastructure Programmes: Capacity building for contracting in the construction sector. Bentall, P, et. al, ILO, 1999. (Green guide and leaflets)

### **Web sites**

- South Africa Expanded Public Works Programme - [www.epwp.gov.za](http://www.epwp.gov.za)

### ***Capacity building***

- Entrepreneurship development for labour-based road construction contractors - ROCAU training programme: Guidelines, training manual and overhead slides. Road Construction and Upgrading Programme, Ministry of Works, Lesotho. 1999
- Start and Improve your Construction Business (SIYCB) - Contracting entrepreneurial training programme. ILO, 1999
- Labour-based Road Engineering, undergraduate and post graduate courses, ILO 1998
- Improve Your Construction Business Training Series, ILO 1998
- Road maintenance and regravelling (ROMAR) using labour-based methods: Training guidelines. ILO, 1997

### ***Research***

#### **Website**

- International Focus Group on Rural Road Engineering - [www.ifgworld.org/](http://www.ifgworld.org/)

Awareness creation and advocacy

- Proceedings and papers of past Regional Seminar for Labour-based Practitioners - [www.ilo.org/asist](http://www.ilo.org/asist)
- ILO/ASIST Technical Bulletin - [www.ilo.org/asist](http://www.ilo.org/asist)

#### Videos

- Appropriate technology and fair working conditions. ILO/ASIST, 1999
- Labour-based surfacing trials. LBAU, MoTC, Zimbabwe, 2001
- Management of labour-based programmes. ILO/ASIST, 1999
- The road to rural pride. Kisii Training Centre, Kenya. 1998

Labour-based poster series. ILO/ASIST, 1998

#### **HIV/AIDS, Gender, Environment and Poverty**

- Employment-intensive programme environmental guidelines series. Mogstad, P. et al. ILO, 1999.
- Code of good practice on HIV/Aids and the world of work. ILO, 2001