



International
Labour
Organization

EIIP



Employment Intensive Investment Programme

Creating jobs through public investment



**Employment
Impact
Assessment**

PEPs
(Public Employment Programmes)

**Public and
Private Sector
Development**

**Green
Works**

**Community
and LRB
Approaches**

**Emergency
employment**

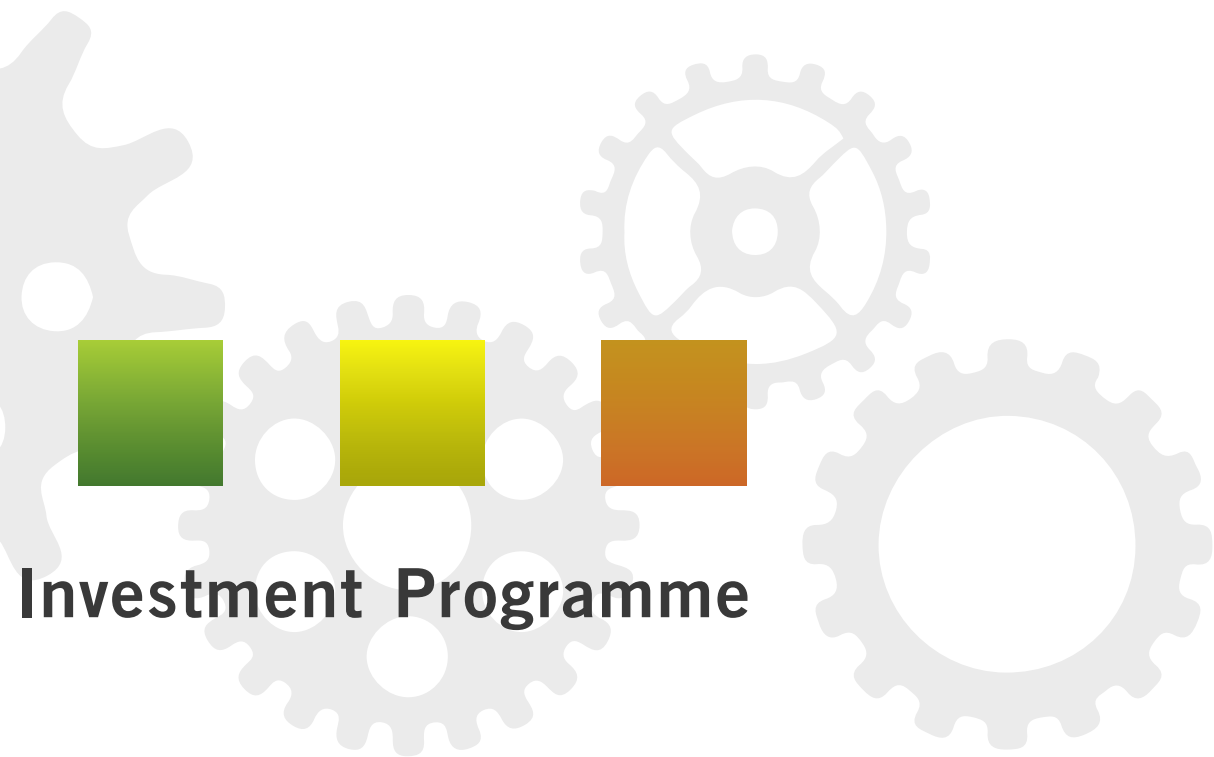




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Employment Intensive Investment Programme

Creating jobs through public investment

EIIP supports ILO member States in the design, formulation, implementation and evaluation of policies and programmes aiming to address unemployment and underemployment through public investment, typically in infrastructure development. EIIP reinforces and builds institutional and operational capacity to provide productive and decent work that has an economic, environmental and social impact.






Box 1

Overview of the challenges

Unemployment and working poverty

Globally, just over 200 million people are unemployed. In 2017, vulnerable forms of employment, i.e. contributing family workers and own account workers, comprises 42 per cent of total global employment, or 1.4 billion people. The working poverty rate, defined as the share of employment population in extreme or moderate poverty, stands at 29 per cent.¹

It is estimated that over 600 million new jobs need to be created by 2030 (40 million jobs per year) just to keep pace with global working-age population growth. Conditions also need to be improved for some 780 million working women and men living with their families on less than US\$2 a day.

Fragility, conflict and climate change

Globally, an estimated 1.4 billion people are estimated to live in situations of conflict and fragility. Armed violence, exploitation, and underemployment are often coupled with a multitude of man-made and natural risk factors to generate severe conditions of vulnerability. An estimated 43 per cent of people in vulnerable situations live in absolute poverty.²

The 2015 Paris Agreement³ recognizes that “climate change represents an urgent and potentially irreversible threat to human societies and the planet.” Climate change is affecting most countries in the world as sea levels rise, rainfall and flooding becomes more extreme and heat waves and droughts affect agriculture and health.

Reaching the Sustainable Development Goals (SDGs)

The 2030 Agenda for Sustainable Development embraces the three dimensions of sustainability – economic, social and environmental – and gives the international community the impetus it needs to work together to tackle the formidable challenges confronting humanity, including those in the world of work. Many of the SDGs respond to the challenges identified above and member states of the United Nations have unanimously agreed to achieve them.

Infrastructure gaps

According to the McKinsey Global Institute (2016),⁴ global investments in infrastructure amount to \$2.5 trillion annually (transport, power, water and telecom systems). However, this investment falls short of overall needs, particularly in rural areas. Global infrastructure gaps are widening and many countries pay insufficient attention to expanding and maintaining their infrastructure assets. The Global Infrastructure Hub (launched by the G20) forecasts that closing the infrastructure gap and meeting the SDGs will require spending as a proportion of global GDP to increase from the present level of 3 per cent to 3.7 per cent. Currently, the world has an annual shortfall in infrastructure spending of \$1 trillion.⁵

Sources:

- 1- ILO. 2017. World Employment and Social Outlook – Trends 2017 (Geneva).
- 2- Graduate Institute of International and Development Studies. Centre on Conflict, Development and Peacebuilding. 2015. Employment and Decent Work in Fragile Settings: A compass to orient the world of work (Geneva).
- 3- United Nations. Framework Convention on Climate Change. 2015. Conference of the Parties, Twenty-first session, Paris, 30 November to 11 December 2015. Agenda item 4(b). Adoption of the Paris Agreement (Paris). FCCC/CP/2015/L.9/Rev.1.
- 4- McKinsey Global Institute (2016). Bridging Global Infrastructure Gaps, 2016 (Washington DC).
- 5- The Economist. 2014. “The trillion dollar gap”, 22 May.

I. THE ILO AND ITS MANDATE

The International Labour Organization (ILO) is devoted to promoting social justice, and human and labour rights, pursuant to its founding mission, which is based on the premise that social justice is essential to universal and lasting peace. The ILO aims to promote rights at work, encourage decent employment opportunities, enhance social protection and strengthen dialogue on work-related issues. These represent the four pillars of the ILO's Decent Work Agenda (DWA), which are among the key elements in achieving fair globalization and poverty reduction.

Without productive employment, achieving the goals of decent living standards, social and economic integration, personal fulfilment and social development will be very difficult. The importance of decent work in achieving sustainable development is highlighted in Goal 8 of the Sustainable Development Goals (SDGs) which aims to “promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”.

The ILO's Employment Policy Department is mandated to coordinate interventions related to the promotion and creation of productive employment. It engages in global advocacy and in supporting member States to place more and better jobs at the centre of economic and social policies, and growth and development strategies. The key activities of the Department are policy analysis and research, technical assistance, and knowledge generation and dissemination in the wider area of employment.

2. EMPLOYMENT INTENSIVE INVESTMENT PROGRAMME (EIIP)

2.1 OBJECTIVE

EIIP supports ILO member States in the design, formulation, implementation and evaluation of policies and programmes aiming to address unemployment and underemployment through public investment, typically in infrastructure development. EIIP reinforces and builds institutional and operational capacity to provide productive and decent work that has an economic, environmental and social impact.

EIIP is part of the ILO's Employment Policy Department and has evolved over the past 40 years from a series of labour-intensive infrastructure programmes to a comprehensive and integrated package of interventions which contributes to both the provision of improved and climate resilient infrastructure, and the creation of decent jobs. EIIP influences public investments to become more employment-oriented through knowledge development, capacity building and technical advisory services at policy, institutional and operational levels.

The construction industry has great employment absorption potentials. Construction workers represent approximately seven per cent of the global workforce or some 220 million people. A large proportion of these workers are unskilled and, for many, including women, construction is the entry point to paid labour.



EIIIP has consistently demonstrated that well-designed infrastructure investments constitute a «win-win» strategy that not only boosts overall economic productivity and job creation, but also has significant economic, social and environmental impact. Whilst labour-based construction activities result in short-term employment, the improved infrastructure they produce contributes to increasing economic performance in other sectors, generating multiplier effects on employment and income throughout the economy.


Box 2

Infrastructure – employment nexus

Adequate infrastructure is a prerequisite for sustainable economic growth and social development, thus laying a foundation for improving the quality of life. Yet, too often, in many developing countries, there is inadequate investment and maintenance in infrastructure, leading in turn to poverty and social injustice, often among the most vulnerable and poorest people. Around the world, more than one billion people lack access to reliable all-weather roads, 1.2 billion do not have safe drinking water, 2.3 billion have no reliable sources of energy, 2.4 billion lack decent sanitation facilities, and four billion are without modern communication services. In the absence of accessible, affordable and reliable infrastructure, poor people pay heavily in time, money and health. Business productivity and national economic growth suffer.

Rural areas with high levels of poverty are often characterized by dilapidated roads or no roads at all, limited infrastructure investments in the farming sector, poor or non-existent health facilities, derelict education facilities and the absence or very limited existence of resources and qualified personnel to provide social services. Cities continue to grow and house more than 50 per cent of the world's population. With the rapid expansion of slum areas, many cities in developing countries face deteriorating sanitation and environmental conditions, and inadequate housing and infrastructure.

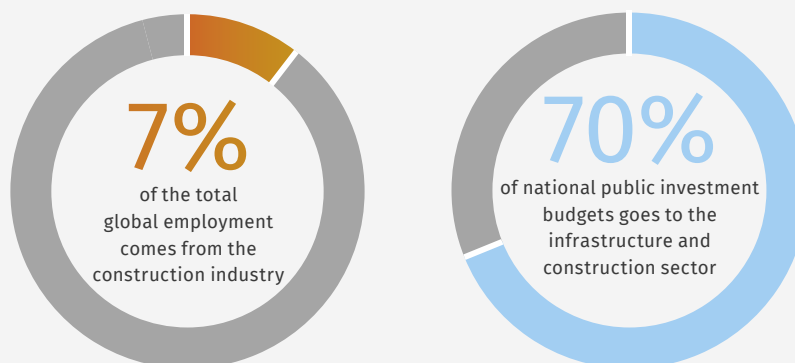
The ILO recognizes that inadequate infrastructure is a significant barrier to reaching decent work goals, inclusive growth and many of the SDGs, and that improvements in infrastructure have a direct impact on people's quality of life. Productive infrastructure such as irrigation networks, water conservation, slope protection, and land improvement and protection measures have the potential to offer economic benefits, while also protecting the environment and reducing poverty. Employment provides economic benefits, in addition to investments in human capital and dignity through work. Social benefits result from improved access to basic services, such as schools and health facilities.

The construction industry is often an important part of a national economy. In developing countries, a large proportion of national public investment budgets – sometimes as much as 70 per cent – is earmarked for infrastructure-related works. They create value by transforming source materials into capital assets essential for economic activities and by delivering infrastructure-related services. They also have a substantial impact on poverty reduction and pro-poor growth. Overall, the construction sector is worth 13 per cent of world's output.¹

About eight out of 10 of the world's working poor live in rural areas where the lack of decent work opportunities and adequate infrastructure and public services are pervasive. Economic opportunities in these areas are often limited to subsistence farming or finding work as migrant labour elsewhere. Construction-related employment can provide an important additional opportunity, especially when work can be planned and complement peak demands for agricultural labour. In urban areas, infrastructure development can also be an important strategy for job creation in particular in upgrading informal settlements.

Source: The Economist. "Can we fix it", 17 August, 2017.

FIGURE 1. PERCENTAGE OF TOTAL GLOBAL EMPLOYMENT FROM CONSTRUCTION INDUSTRY VERSUS NATIONAL PUBLIC INVESTMENT BUDGETS IN DEVELOPING COUNTRIES FOR INFRASTRUCTURE AND CONSTRUCTION SECTOR, 2017



Sources: Ibid, World Bank Policy Research Paper 6780, Institutional Investment in Infrastructure in Developing Countries, 2014.

2.2 STRATEGY

Infrastructure, environment-related and agricultural works can be carried out using a wide variety of work methods and equipment. As a technical solution to creating and maintaining assets – as well as generating decent jobs and income – EIIIP’s strategy is to promote employment-intensive approaches and local resource-based (LRB) technologies in delivering public investments – in particular for local infrastructure. EIIIP interventions cover various sectors and subsectors, including rural roads, irrigation, water and soil conservation, community forestry, and cultural heritage.

While maintaining cost competitiveness and engineering quality standards, LRB technologies use appropriate engineering and construction solutions that do not require highly specialized skills or equipment but favour technical solutions that as far as possible rely on locally available resources and skills, and optimize employment opportunities. However, LRB approaches do not exclude the use of equipment. Depending on the nature of the work, equipment may be required to ensure that the necessary quality standards are maintained.



EIIIP does not generally promote programmes that only aim at boosting short-term employment or compromise on the quality of the works. Instead, it promotes a comprehensive long-term approach, including establishing an overall enabling environment. It does this by addressing both upstream policies, legal and institutional issues, and the practical arrangements required at implementation level. However, in post-crisis and conflict situations, EIIIP does promote short-term job creation as an entry point for more sustainable livelihood development.


Box 3

Employment Intensive Investment Programme

EIIP's three main options for increasing labour intensity in public infrastructure investment programmes:

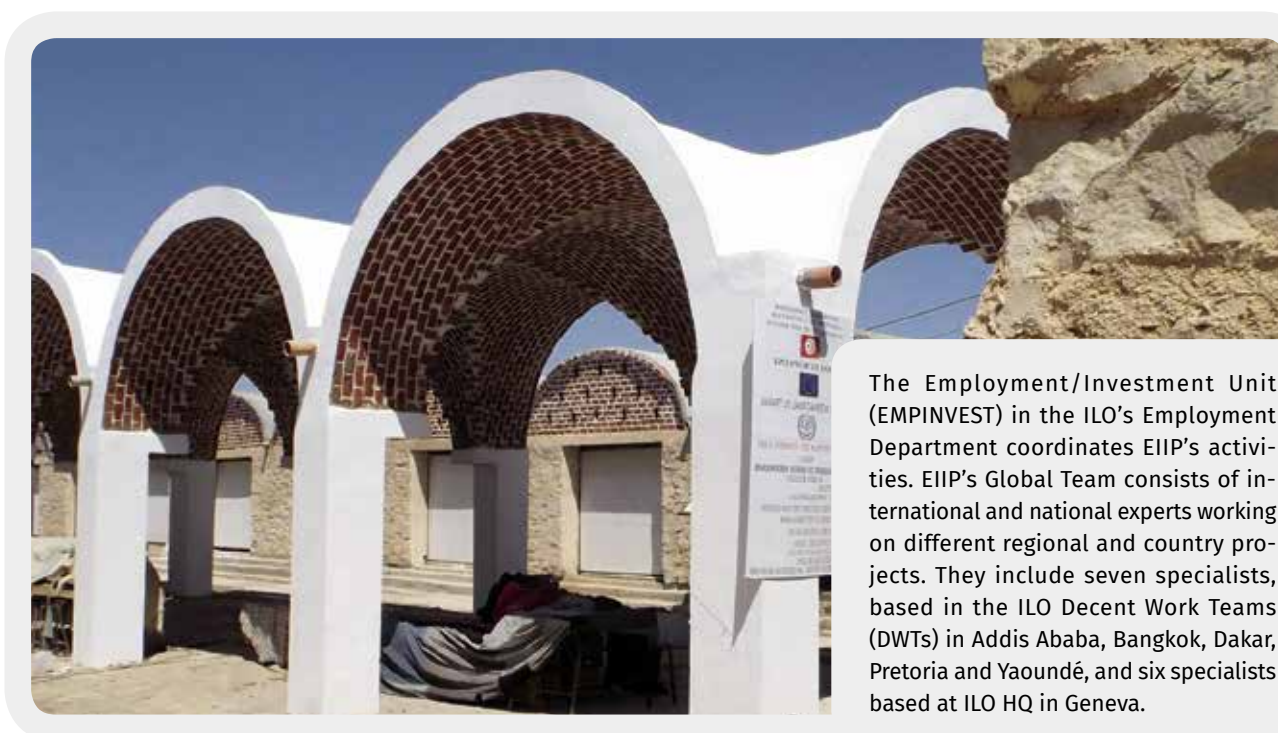
1. Focus on activities that are by default labour intensive (such as forestry works, land and environmental improvements, community works and sanitation);
2. Add additional labour-intensive activities to required capital-intensive works (such as slope protection, drainage, construction of sidewalks);
3. Modify technologies and increase labour intensities of selected construction activities (mostly in road rehabilitation and maintenance works).

As part of its strategy, EIIP uses inclusive participatory models in the planning and delivery of infrastructure investments. Furthermore, the effects of climate change are addressed as an integrated element in the design and implementation of interventions.

The table below highlights different entry points for these interventions.

 **TABLE 1. LEVELS OF ENTRY POINTS FOR EIIP INTERVENTIONS**

LEVEL	EIIP LEVELS OF INTERVENTIONS
POLICY	Advice to national stakeholders in the design of national employment-intensive investment policies, strategies and programmes, and the assessment of the employment impact of such strategies and programmes.
INSTITUTIONAL	Institutional development and capacity building for the implementation of employment-intensive investment strategies and programmes with both the public sector (labour ministries, local governments and communities) and private sector (local contractors and engineering firms).
PROJECT	Implement projects, demonstrate and evaluate the impact of employment-intensive investment strategies, and provide technical support to governments and donors to optimize infrastructure investments and increase the employment impact of decent working conditions.

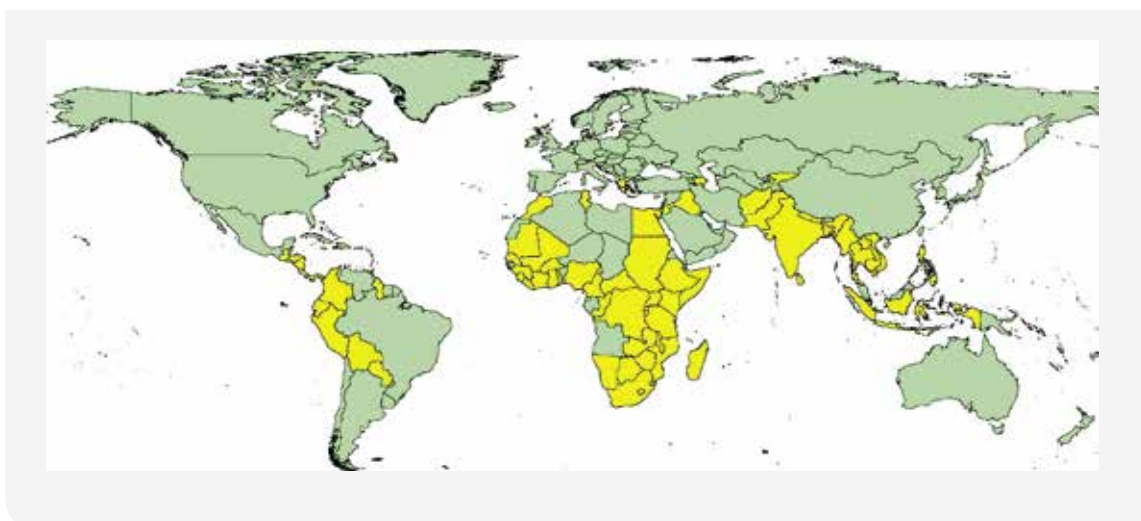


The Employment/Investment Unit (EMPINVEST) in the ILO's Employment Department coordinates EIIIP's activities. EIIIP's Global Team consists of international and national experts working on different regional and country projects. They include seven specialists, based in the ILO Decent Work Teams (DWTs) in Addis Ababa, Bangkok, Dakar, Pretoria and Yaoundé, and six specialists based at ILO HQ in Geneva.

2.3 AREAS OF COVERAGE

EIIIP has experience in more than 60 countries, mostly low- and middle-income countries in Africa, the Arab States, Asia and Latin America. In many of these countries, the programme has remained active over prolonged periods of time, often progressing from emergency response to sustainable development. Over the last 10 years, the programme has implemented about \$300 million worth of development cooperation projects, mostly in Africa and Asia.

FIGURE 2. COUNTRIES IN WHICH EIIIP IS ACTIVE





3. IMPACT

The impact of EIIIP's work is two-fold. In the short term, there are immediate effects resulting from the programme's job creation activities, which provide much needed cash income to households who often rely on informal work and subsistence farming for their livelihoods. This income can be used to enhance people's quality of life, such as by improving their farming practices, upgrading housing, increasing assets, financing health and education, and paying off their debts. It can also be used to improve households' resilience to external threats, such as floods, droughts and other calamities.

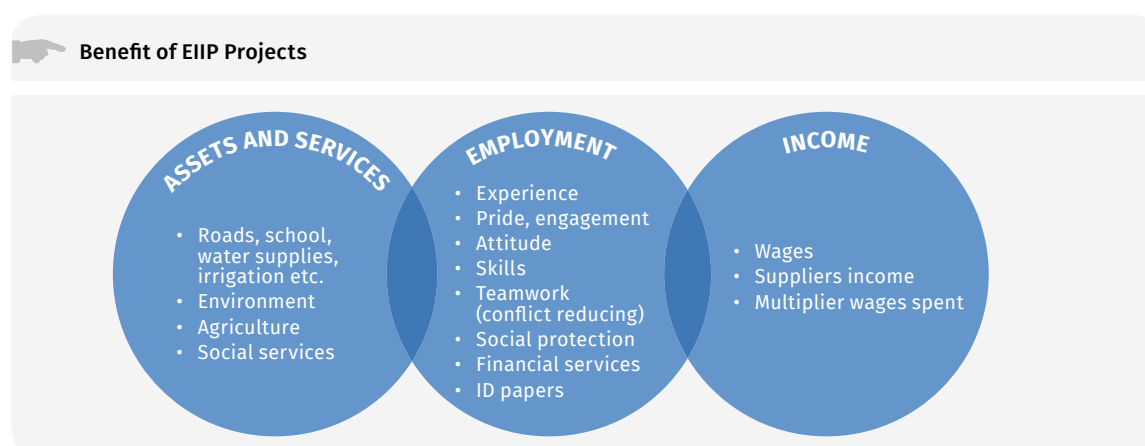
In addition, these income-generating activities have multiplier effects through an increased spending on goods and services in the surrounding areas.

The long-term effect is the provision of quality infrastructure, which has an important impact on access to basic services such as education, health, clean water, and sanitation. Improved transport infrastructure also facilitates more trade through access to markets, jobs and other economic activities. It allows farmers to graduate from subsistence farming since improved access enables traders to reach farming areas and farmers to access trading centres.



In addition to these tangible and measurable effects, the use of labour-based work methods ensures the participation of the local community in the entire work process to secure maximum benefits for women, men and youth. It also fosters ownership of the infrastructure. With the technical and managerial support, and mentorship provided by the EIIIP team, local communities can carry out entire projects. This enables local authorities, community groups and local construction industries to retain an experienced labour force and develop the skills necessary to manage infrastructure, environmental and community works, and build local capacity to deliver infrastructure and services. The programme's work often offers what is a rare opportunity for women to access paid jobs.

The figure below depicts the typical benefits of EIIIP projects. They can be grouped into three categories: income, employment and assets, and services.





4. THEMATIC AREAS OF WORK – PRODUCT LINES

EIIP is implemented through global, regional, national and local programmes, funded by governments and development partners, and include sectoral, national or local infrastructure programmes, public work programmes and public employment programmes.

Over the years, EIIP has developed a comprehensive package of product lines, covering the following six thematic areas:

- ▶ Employment impact assessments
- ▶ Public and private sector development
- ▶ Public employment programmes
- ▶ Local resource-based approaches and community infrastructure
- ▶ Green works
- ▶ Emergency employment.

An overview of the different product lines is presented in sections 4.1 to 4.6.

The Core values of the ILO that cut across all EIIP product lines and strengthen the unique approach that it has developed over the years are described in section 5. These include:

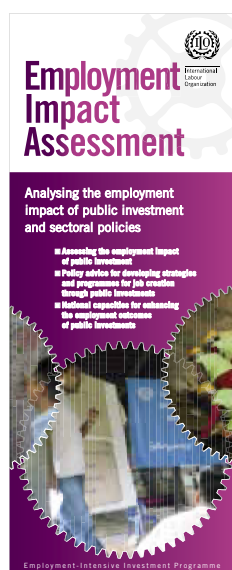
- ▶ Gender equality
- ▶ Reaching vulnerable groups
- ▶ Working conditions
- ▶ Environmental and climate change considerations
- ▶ Social dialogue.

Key means of action used in the implementation of the product lines include policy advice, capacity building, implementation support, and knowledge development. To promote its approach, EIIP also invests significantly in developing partnerships. A description of these means of actions is presented in section 6.



The following figure provides a snapshot of EIIP’s objectives and features, its means of action and its product lines.





4.1 EMPLOYMENT IMPACT ASSESSMENT (EMPIA)

➡ Assessing the employment potential of public investment in infrastructure development and environmental works

Public investment programmes generally encompass specific development goals, such as economic growth, poverty reduction and environmental protection. At the same time, such programmes can also be used as instruments to promote employment creation and income generation, in particular for selected vulnerable groups in society.

However, the employment potential and impact of public policies and investments are not always well understood by policy-makers and practitioners. More specifically, while they generally acknowledge the importance of job creation, the employment effects are seldom quantified, qualified or monitored. Because of this, there have

been many instances where the projected employment effects are inaccurate or where claims of jobs created are not supported by credible evidence.

EIIP has been addressing this knowledge gap by undertaking Employment Impact Assessments (EmPIAs) to quantify the employment potential and impacts of public investment programmes in the infrastructure sector, particularly in sub-sectors where labour-based construction methods are technically feasible and cost-effective.

EmPIA can be ex-ante where it is used as a prognostic tool to simulate the current and future impacts of a public investment programme or ex-post where it is used to evaluate the employment effects of completed projects. This work has evolved in recent years, and EIIP is working with academics, policy-makers and practitioners beyond the ILO to develop, modify and apply tools and economic models to conduct these assessments.

Using these methods, employment impacts are generally disaggregated by the following types of employment:

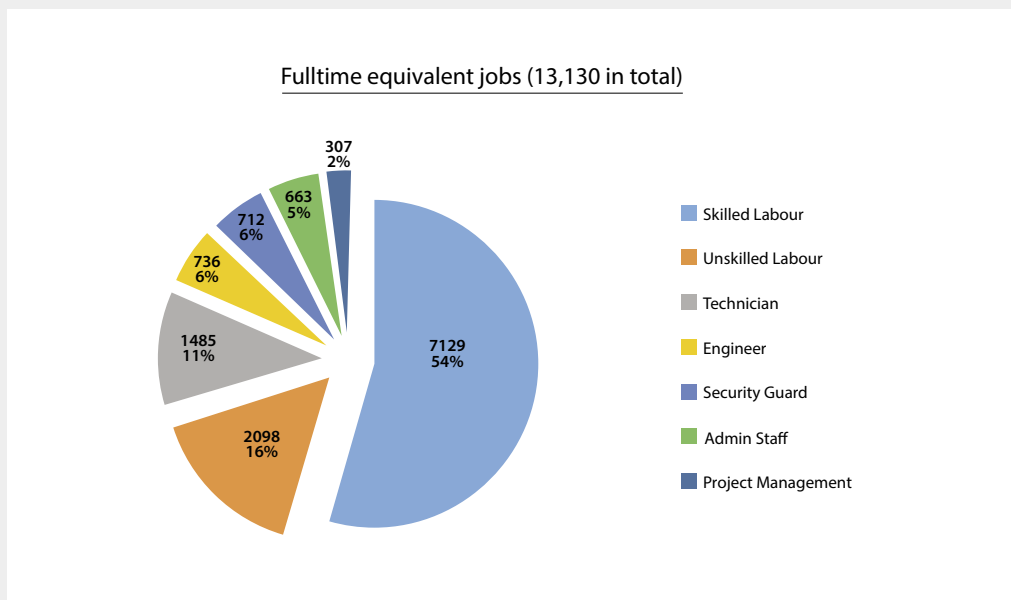
- ▶ **Direct employment** is created directly by construction, operation or maintenance activities (including workers directly recruited by contractors and subcontractors, technicians, supervisors and other skilled professional staff).
- ▶ **Indirect employment** is created in the backward-linked industries, supplying tools, materials, plant and equipment for construction and maintenance activities.
- ▶ **Induced employment** is created through forward linkages as households benefiting from direct and indirect employment spend some of their additional income on goods and services in the economy.
- ▶ **Spin-off/development impacts** comprise secondary employment created as a result of an improved or maintained asset within the areas of influence.



FIGURE 4 - EMPLOYMENT IMPACT ASSESSMENT IN JORDAN

Below is a summary of the direct, indirect and induced jobs created through an investment of 224.5 million Jordanian Dinars in the Tafila Wind Farm Project in Jordan. T1 and T2 multipliers indicate high backward linkages for a sector. High investment by government and the private sector in similar projects would not only create jobs directly but also contribute indirectly to employment creation.

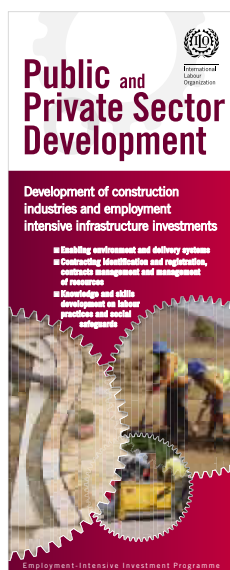
TYPES OF EMPLOYMENT (TAFILA WIND FARM PROJECT)	EMPLOYMENT OPPORTUNITY
Actual employment (direct)	13 130 jobs
T1* (multiplier to estimate indirect employment impact)	1.9
T2** (multiplier to estimate indirect and induced employment creation)	2.4



* T1 multiplier = (direct + indirect)/direct.
 ** T2 multiplier = (direct + indirect + induced)/direct.

Source: Macroeconomic employment impact of EIB infrastructure investment in Jordan, ILO 2014

Employment impact assessments help to inform decision making and findings can shape policy advice for developing national strategies and programmes for job creation. Engaging national partners in the assessment process builds national capacity for promoting and enhancing the employment outcomes of public investment strategies.



4.2 PUBLIC AND PRIVATE SECTOR DEVELOPMENT

Building a competent local construction industry for sustainable infrastructure provision

EIIP provides support to the private sector (particularly small- and medium- sized enterprises or SMEs) to build and strengthen management and technical capacities for the provision of sustainable infrastructure based on local resource-based approaches.

Private contractors usually implement infrastructure works (housing, roads, water and sanitation, health and education facilities), so it is important that they are able to function in a conducive business environment. In building a competent local construction industry, EIIP works in the following areas.

Creating an enabling environment and delivery systems

Contractual relations between the client, consultants and contractors (particularly SMEs) are often not regulated on an equitable basis. This is due to lack of legal system or environment that supports rights and obligations of small-scale contractors in the design of rural infrastructure programmes.

Therefore, it is essential to create an enabling environment in which small-scale contractors can effectively develop and run their business in the industry. An enabling environment should adapt regulations relevant to the contractors, including ensuring a procurement system that they can manage, giving them access to resources (e.g. credit, equipment, materials, continuity of work), setting wages, at the same time as considering national minimum wage legislation and work productivity.

Contractor identification, registration and contract management

Enabling classification and selection of contractors is of utmost importance for opening the public-sector construction market to emerging, small- and medium-sized contractors. Often, a government registration and classification system does not cater for the specific requirements of labour-based work methods, thus excluding contractors' entrants to the sector (i.e. SMEs). Registration criteria may need to establish a special category within the existing classification system for those contractors.

Contract management entails the introduction of procedures allowing the contracting agencies to procure works and services from the public sector, which then outsource design and supervision of construction works to consultants. Appropriate management systems and procedures, for example, open efficient competition, transparency and accountability in procurement, and enable SMEs to participate effectively and fairly in the construction market.

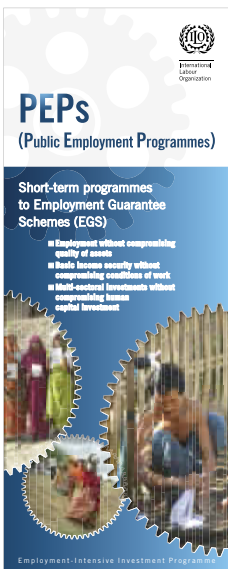


The optimal solution is to issue contracts that enable SMEs to grow and sustain, preferably by packaging work into manageable contracts. This can be achieved through contracting specific work-operations that can be implemented with the available resources and technologies (e.g. labour-only activities, works on small structures, bio-engineering, plumbing, roofing, etc.).



Technical knowledge and skills development including for labour practices and social and environmental safeguards

Effective vocational and professional education is a major development factor for a striving construction industry. SMEs often lack access to training, which compromises their business environment, affects the quality of works, costs and sustainability, and increases maintenance demands. Investment in training should not be seen as only for a targeted group of practitioners, but rather as a total capacity development programme involving all stakeholders for the entire construction sector.



4.3 PUBLIC EMPLOYMENT PROGRAMMES (PEPS)

Supporting national employment programmes and employment guarantee schemes

PEPs are commonly used to increase aggregate demand for labour in contexts where markets do not create productive employment on the required scale or where sufficient formal sector jobs are just not available. As part of a wider employment and social protection policy, public employment programmes can complement private sector employment creation and offer a policy instrument with which to tackle the problems of unemployment and underemployment in developing economies.

Work experience and skills acquired through PEPs can improve a persons' employability, while the generated income can increase consumption of goods and services which in turn has a direct positive impact on communities and local enterprises. PEPs target the most vulnerable groups in society and create employment, provide income

support and develop skills. At the same time, they develop infrastructure assets and services that promote social and economic development – often through a multi-sectoral strategy.

PEPs offer employment opportunities, income security, and the extension of social protection in many countries. They are an integral part of the Social Protection Floor (SPF). They address the situation of working age people who are unemployed or are not receiving social benefits. Such programmes can be designed either in response to a crisis, as part of longer term counter-cyclical employment policy or as part of structural transformation, which also addresses future work challenges where sufficient jobs may not be available.

EIIP has been collaborating extensively with national PEPs, e.g. India's Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) and South Africa's Expanded Public Works Programme (EPWP) to provide technical support for the design of the infrastructure components of PEPs, advise on measures to improve targeting, and quality and productivity, as well as assisting in the monitoring and assessment of such programmes.



Box 4

A continuum of PEPs

PEPs refer to any government's direct employment creation activities to an employment programme, rather than through the civil service. PEPs include a wide spectrum of options, varying from the more conventional public works programmes (PWPs), such as short-term emergency programmes, to employment guarantee programmes.

PWPs refer to the more common and traditional programmes, which may be temporary responses to specific shocks and crises. But they can also have a longer term horizon (cash and food for work programmes are within the purview of PWPs).

Employment guarantee programmes refer to long-term rights-based programmes in which some level of entitlement to work is provided. The State acts as an employer of last resort, providing employment to all those willing to work.

A Public Works Programme (PWP) tool called The Inter-Agency Social Protection Assessment (ISPA) is a product evolving from multi-agency collaboration, between more than 20 donors and development partners including the ILO, to provide a tool to enable countries to assess the performance of public works programmes and set out possible options for enhancement. It provides inputs to developing policy options and recommendations. (For further information see <http://ispatools.org/public-works/>)



4.4 LOCAL RESOURCE-BASED APPROACHES AND COMMUNITY INFRASTRUCTURE

➔ Addressing local infrastructure needs using local resource-based technologies

Lack of sufficient access to goods, facilities and services is a concern expressed in many poor urban and rural communities. EIIP's LRB approaches seek to improve physical access at the local level by opti-

mizing and combining the use of local resources in the development, operation and maintenance of community works through local-level planning, increasing participation, targeting vulnerable groups, and promoting the use of local materials and technologies in project implementation.

Box 5

PEPs in India and South Africa

The EIIP has been supporting various labour-based programmes in India since 1981. At the early stages of the development of the MGNREGA, which was enacted in 2005, the ILO was also already supporting the Indian Government in the development of methodologies for participatory planning and the selection of employment-intensive environmental works. EIIP has facilitated various South-South collaborative events on innovations in PEPs in collaboration with the MGNREGA. In 2015, the ILO provided technical support and inputs to the development of training material for 10,000 barefoot technicians in the basic concepts of civil engineering works in 2,500 of the most underdeveloped regions across the country. Similarly, the EIIP has supported various programmes in South Africa since 1994. In 2004, the Government of South Africa began implementing the Expanded Public Works Programme (EPWP), which is a nationwide programme aimed at alleviating poverty through the systematic use of public expenditure to boost productive employment, and the development of marketable skills in targeted sectors and communities, notably in four sectors: infrastructure, environmental and culture, social sectors and non-state sectors. The first phase of the EPWP achieved its target of one million work opportunities by 2007 and the second phase reached over four million by 2014.



Following an earlier phases of the public works programme, the South African Government established a Presidential Coordinating Commission for PEPs in November 2003, and the employment target for the third phase was set at six million work opportunities with the expectation that \$4.5 billion would be injected into the local economy in the form of wages. It supports training and capacity development of implementing agencies in public and private sectors on the use of the labour-intensive construction, one of the important features for infrastructure provision and service delivery. EIIP provides technical support by developing manuals, guidelines and intellectual tools for various stakeholders including policy and decision-makers, programme and project managers, consultants, trainers, mentors and contractors.


Box 6

Mauritania: Cobblestone work as an employment strategy

In Mauritania, EIIP supported a programme “Programme de Promotion de la Pierre Taillée (2005-2012)” to introduce and develop cobblestone work to reduce high unemployment. The labour-intensive approaches being promoted have now become an employment strategy in the country. The programme promoted the use of stones as building materials. Stones are an important local resource in various parts of the country. The programme targeted young unskilled people and provided training for them to become extractors, tailors, pavers, decorators and masons. Through the training, the artisans started to develop their small businesses. Now, nearly 10,000 artisans are working in the sector with support from a national institution responsible for the promotion of local resources. As a result, a large number of roads have been paved with cobblestones. The Government transformed the programme into a public institution in 2012 to implement works using local materials.

In September 2016, a new project was launched by the ILO to promote the use of clay as an eco-material for construction. The project applied the lessons learned from the cobblestone programme particularly as regards the use of local materials and included workers’ training, and the development of entrepreneurship in relation to both the use of cobblestones and clay.

In EIIP interventions in **sectoral investment and national infrastructure programmes**, priority is given to developing good quality assets and the objective of job creation is secondary. Such programmes are often financed and implemented by technical ministries, such as ministries of roads, water development, rural development, agriculture and forestry, urban development and irrigation. The works are often contracted out to small- and medium-sized contractors for implementation. In this context, EIIP promotes, demonstrates and builds the capacity to use employment-intensive approaches most often through technical assistance.



 **Box 7**

The EIIIP and water and sanitation projects in Nicaragua, Panama and Paraguay

EIIIP applied LRB approaches in Latin America to plan, build and manage water resources with indigenous and dispersed rural communities under a Spanish-funded programme in support of the achievement of the Millennium Development Goals (MDGs).

The impact of the applied methodologies was assessed to have been effective and sustainable in improving rural communities' access to water. Integrated Rural Accessibility Planning (IRAP) guidelines were used to identify investment priorities, while the communities used community contracting to increase participation and ownership.

Local agencies and regional governments were supported to provide drinking water to distant communities that experience annual droughts. An evaluation in 2013 showed that the regional government "...saves \$ 2,500 per month as water used to be transported during the dry season (water, fuel, lubricant and personnel) and, more important, people are happy because the facilities they built using their knowledge and local labor solved their problem."

The LRB approaches and experiences have since been integrated into the UN World Water Development Report for 2016 under the title "Water and Jobs".

Similarly, EIIIP supports **local area-based development programmes**, which often have infrastructure components, support decentralization and are implemented and funded through local government authorities (municipalities, districts, ministries of regional or local development, etc.). These tend to be multi-sectoral programmes where, in addition to asset development, service delivery and job creation, there is a broader objective of local economic and community development.

Combining local participation with the use of locally available skilled and unskilled labour, local materials and local knowledge and appropriate technologies has proven to be an effective and economically viable approach to infrastructure works and job creation in many local settings.



The participatory approach allows for the identification, prioritization and implementation of the specific needs of all the different groups within the communities, including women, youth, people with disabilities, indigenous and tribal peoples, and internally displaced persons (IDPs). The approach values locally available knowledge, technologies and organizational structures, thereby creating ownership and empowerment. The process of community development strengthens social dialogue and inclusion.

For the planning of local infrastructure programmes, EIIP has developed a local-level planning process for improving rural access called **Integrated Rural Accessibility Planning (IRAP)**. The IRAP approach consists of bottom-up, participatory, local-level planning tools and techniques, with the objective of improving physical access to and within rural communities.

IRAP procedures are relatively easy to use and produce immediate outputs that can be used in any planning process. It involves a capacity-building process at local government level. The outcomes of the process reflect agreed investment priorities in local infrastructures (e.g. transport, water, market, education, health and agriculture).

EIIP has successfully demonstrated approaches for the direct involvement of the community in their own community improvement works through **community contracting**. The aim is to empower communities by: assisting them to access improved services and infrastructure; promoting capacity building; and providing experience in negotiating, organizing and contracting.

The extent of the community's responsibilities may vary depending on the situation and the contracting model used but the contractor is often either the whole community, a specific group within the community (youth, women, vulnerable families, indigenous groups), or a small community enterprise. Important issues in community contracting are direct selection without competition, the accuracy of cost estimates, advance payments, profit margins, capacity building and technical support.

Community contracting is not always a feasible option and depends on the types of work, procurement options and local circumstances. In many cases, where community contracting is not the best option, the works are better implemented by local private contractors.





4.5 GREEN WORKS

➡ Climate change adaptation and mitigation through forestry, irrigation, soil and water conservation and flood protection

The effects of the changing climate are felt around the world, posing an increasing threat to the prosperity of people, economies and ecosystems. Climate change severely and disproportionately affects the poor in developing countries – not only because they are invariably more exposed and more vulnerable to climate-related impacts but also because they have less access to resources, and social and financial support, including social protection, for their survival.

EIIP assists and guides the identification, design and implementation of interventions in support of climate change adaptation and mitigation. Climate change adaptation involves reducing risks and vulnerability, while seeking opportunities and building the capacity of affected communities and people to cope with the effects. Key areas of EIIP's adaptation measures include:

- ▶ Irrigation, and water and land resource management in rural areas to address the variability and intensity of water supply and improve the quality of existing land.
- ▶ Flood control, drainage and water conservation structures both in rural and urban areas to deal with the variability and frequency of water availability.
- ▶ Rural transport improvement and maintenance to ensure that transport networks can withstand the increased level of rainfall and flooding.

Green works refer to strategies to create decent employment in infrastructure and related sectors (such as agriculture and environment) to build infrastructure and community assets that have direct environmental benefits or are in response to a specific climate change hazard.




Box 8

The EIIP and water and sanitation projects in Nicaragua, Panama and Paraguay

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The LRB approaches and experiences have since been integrated into the UN World Water Development Report for 2016 under the title "Water and Jobs".



Box 9

The Philippines is the third most dangerous country in the world in terms of natural calamities regularly experiencing strong typhoons that cause misery, death and destruction. Since 2000, more than 20 million individuals have been affected by a series of calamities including some super typhoons.

Through the EIIP local resource-based approach, the ILO facilitated the rehabilitation of affected communities by using local resources and manpower to provide decent work opportunities and generate immediate income for affected residents. It also helped in the recovery of basic services and the reconstruction of climate-resilient infrastructure, stimulating the local economy and restoring sustainable livelihoods.



4.6 EMERGENCY EMPLOYMENT

➔ Providing immediate income, decent jobs and improved assets in fragile, conflict and disaster situations

EIIP supports governments to generate job opportunities in response to demands arising from crises. Such efforts result not only in creating quality infrastructure, but also in improving the performance of other sectors such as agriculture, the environment, transport, and trade and industry.

The initial short-term emergency employment transitions into a more integrated medium-to long-term term approach to recover from and be better prepared for future crises. Over the years, the EIIP approaches to infrastructure development have proved to be effective in both preparing for disasters and contributing to conflict prevention as well as during the recovery and reconstruction works.

Short-term emergency employment

EIIP supports direct short-term employment creation (emergency employment) that provides immediate short-term cash income opportunities to vulnerable people or communities. Work is mostly carried out on public or community infrastructure, which addresses the immediate economic and social needs of affected people, and supports the revival of the local economy and environment.

Box 10

Jobs for peace and resilience

EIIP is the foundation for one of the ILO Flagship Programme “Jobs for Peace and Resilience (JPR)”. JPR is an integrated employment-generating programme for conflict-affected and disaster prone countries. The main objective is to build peace and resilience by creating job opportunities, enhancing employability and strengthening institutional capacity. It supports the development and implementation of employment-oriented programmes to facilitate entry to labour markets, and access to livelihoods and income-earning opportunities in fragile situations. Decent work opportunities for delivering productive assets and services are complemented by building skills and enterprise capacity as well as an enabling policy environment for socio-economic recovery. JPR focuses on youth and contributes to the employability of young women and men with potentially important peace and resilience.

Emergency employment emphasizes productivity, impact and decent working conditions. These include occupational safety and health (OSH), saying “no” to child labour, equal pay for work of equal value, safeguards for environmental protection, the so-called graduating mechanisms (i.e. transitioning towards sustainable livelihood), and the creation of asset value in infrastructures.

Employment creation may also prevent the rise of tensions in communities, and contribute to social cohesion and dialogue.

In the case of conflict, the provision of employment to the disenfranchised can also contribute to defusing tension in volatile communities and lower the risk of future incidents. Equally, in societies where warring parties have recently promised a ceasefire or signed a peace agreement, they can respond to expectations of livelihood development, including infrastructure improvements and increased job opportunities.




Box 11

Watershed management as part of disaster risk reduction (DRR) – the Haiti experience

Recurring cyclones and hurricanes, with increasing threats from climate change and the intensity and frequency of natural disasters, have compounded the environmental and social impacts, increasing the vulnerability of already poor urban and rural households in Haiti. Considered the most vulnerable of the Caribbean Islands, Haiti's indicators of vulnerability to cyclones is 12.9 out of a scale of 13.

In collaboration with EU,¹ IOM,² MINUSTAH,³ UNDP, the NGO CHF/US Aid,⁴ and WFP,⁵ the ILO worked closely with the Government of Haiti within the framework of an employment-intensive environmental programme in Gonaives led by the ILO in response to Hurricane Jeanne. This programme focused on creating jobs, protecting the environment and building the institutional capacity of local and community actors through 12 federations that were created to focus on six micro-watersheds, a water source for 324,043 inhabitants. As many as 9,000 individuals (54,000 households) directly benefited from the programme through labour-intensive activities (e.g. afforestation and tree nurseries, anti-erosive ditches, reinforcing bridges, river training, etc.).

The community contracting approach helped to clarify roles and responsibilities, rights and obligations, and establish technical capacities for environmental protection and maintenance systems. The approach also promoted cooperation among workers, local organizations and their federations, and local authorities and regional technical departments.

Seven professional associations were created and began operating, and the 12 federations of local associations which were coordinating all activities, helped to: recruit workers; select foremen; monitor and control wage payments; and manage food distribution (with WFP). The project also contributed to capacity building and social organization, as well as in increased awareness of environmental issues, which has been a key element for sustainable development and the preservation of future livelihoods.

Notes: ¹European Union; ²International Organization for Migration; ³United Nations Stabilization Mission in Haiti; ⁴USAID & CHF International; ⁵World Food Program.



Medium to long-term crisis response and disaster risk reduction

A key feature of most EIIIP programmes is the commitment to provide long-term support through all stages of a crisis response process, starting during the emergency phase, continuing through the recovery phase and thereafter transforming the support into regular development assistance or national funding.

Most crisis response programmes involve significant reconstruction of infrastructure facilities and therefore provide an important avenue to apply EIIIP's unique combination of infrastructure and employment creation expertise.

The EIIIP approach is an effective way of mobilizing communities to build up resilience, restore sustainable livelihoods in response to crises, such as natural disasters, conflicts and economic downturns. The programme's fields of action also contribute to avoiding (prevention) and limiting (mitigation and preparedness) the impacts of crises.



5 CROSS-CUTTING ASPECTS

There are core values of the ILO that cut across all EIIP interventions and strengthen the unique approach the EIIP has developed over the years.

5.1 GENDER EQUALITY

Because the construction sector in many countries is male dominated, gender awareness and capacity building at institutional and beneficiary levels are an essential part of EIIP's strategy.

EIIP develops participatory tools and inclusive mechanisms for all genders to allow them to effectively participate in all stages of the public works project cycle, from the identification of needs to design, implementation, monitoring, and impact assessment. Appropriate gender guidelines support project implementers and technicians to facilitate and enhance gender-balanced operations through which on-the-job skills are attained.

EIIP's contributes to helping the sector to become more gender-balanced. Women's participation in infrastructure-related activities improves their access to resources and enhances their visibility, promotes their social capital and interaction, and increases their confidence.

Between 1995 and 2013, the ILO conducted a study on gender and public works, using primary and secondary data from 43 EIIP projects implemented in 27 countries in Africa, Asia, the Caribbean and Latin America. Following the recommendations of the study, EIIP developed illustrated guidelines on gender-responsiveness and gender mainstreaming. These guidelines can be used at both policy and project levels, and include tools, procedures and methodologies that can be used at every step of the project cycle. The guidelines include key indicators for monitoring and evaluating gender responsiveness/mainstreaming and also provide evidence-based examples of good practices.

Box 12

EIIP and gender in construction work

The *Illustrated Guidelines for Gender-responsive Employment Intensive Investment Programmes* (EIIPs) were the outcome of a study carried out on gender and public works based on evidence from more than 43 projects implemented in 27 countries. The guidelines highlight how the EIIP cycle has entry points where gender equality can be promoted. Such entry points include: ensuring that disadvantaged groups can participate in and meaningfully contribute to the planning and implementation of rural infrastructure; engaging women in planning processes; and ensuring that they can also benefit from the employment offered. Enabling women to take up employment also requires specific measures depending on local customs and culture. Measures that tend to enhance women's participation include: equal pay for work of equal value; child care; quota setting; making works available close to home; flexible working hours; and options for part-time work.

Indeed, EIIPs have offered many poor and illiterate women a chance to work and earn money. Women have been provided with opportunities to enter traditionally male-dominated construction work and acquire on-the-job skills, which they can apply in other work.

For more information see: ILO. 2015. Public works programmes: A strategy for poverty alleviation. The gender dimension revisited in Employment-Intensive Investment Programmes in 30 countries in Africa, Asia, Latin America and the Caribbean (Geneva, Employment Policy Department, Working Paper No. 194).



5.2 REACHING VULNERABLE GROUPS

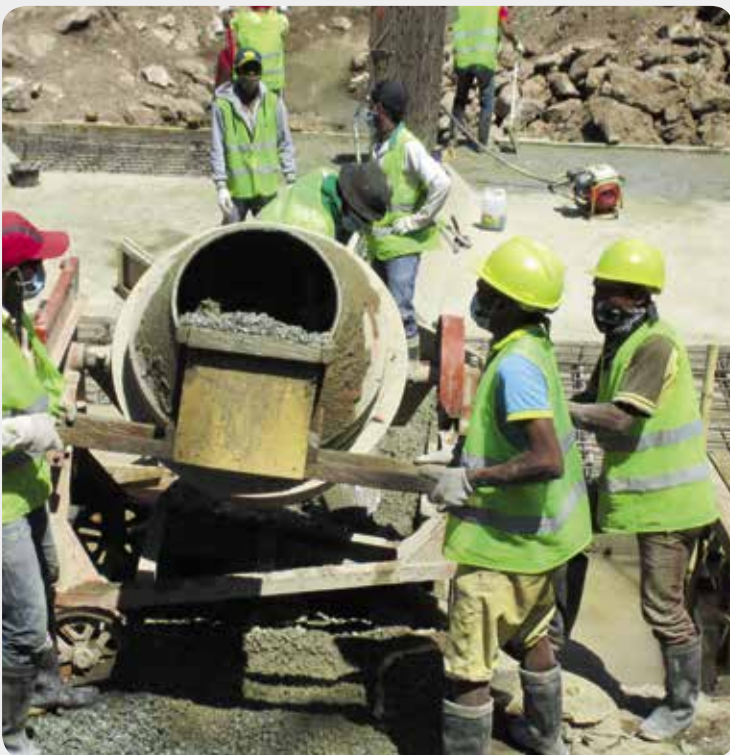
Fundamental rights at work constitute a central plank of decent work. The ILO promotes rights at work as key operational outputs to combat discrimination against marginalized and disadvantaged groups. These groups include indigenous and tribal peoples, who usually belong to certain categories of vulnerable workers, such as subsistence workers, seasonal workers, outworkers, migrant workers, and casual workers, amongst others.

EIIP's LRB approach recognizes and promotes indigenous knowledge, values and traditions, and explores local skills and technologies to increase vulnerable groups' participation in society, and develop their local assets. In particular, indigenous women in rural areas, who are disproportionately susceptible as a result of discriminatory rules and norms, are in need of support to access local natural resources (e.g. land, water), as well as financial and other services. By creating job opportunities and supporting skills development that enhances their employability, regardless of their origin and ethnicity, EIIP supports indigenous women to generate income that will improve their families' livelihoods (e.g. domestic consumption, education, health).

Similarly, disabled people are also at risk of social exclusion and discrimination in society, and lack access to employment opportunities. EIIP seeks to employ them on labour-based projects.



5.3 WORKING CONDITIONS



The construction industry is one of the most hazardous sectors. It faces a number of challenges, including a high level of health problems and accidents. Approximately one in six fatal accidents reported globally takes place in the construction sector, amounting to 60,000 fatal accidents per year.

The intrinsically hazardous nature of the work, multiple locations of construction sites, changing work environments and high rates of staff turnover all make construction dangerous. There are also health, violence and sexual harassment problems associated with construction activities.


Box 13

Occupational Safety and Health (OSH) in construction in Nepal

In Nepal, EIIP supported the Department of Local Infrastructure Development and Agricultural Roads (DoLIDAR) to produce Occupational Safety and Health Guidelines (2017) to provide all projects under DoLIDAR's responsibility with the basic principles for working safely on construction sites. The guidelines were published as a national document and comply with national policies and laws. They are applicable to all programmes and projects that fall under the jurisdiction of DoLIDAR, which include rural road construction, bridges, suspension bridges, irrigation, housing and building, hydropower, rural energy, sanitation and others.

The management of safety and health is challenging due to variations in location, technology, climate, culture and values. However, accidents and health problems can be prevented. The ILO is committed to promoting occupational safety and health (OSH) in the industry to improve workers' safety and health.

The risks involved with infrastructure works go beyond OSH. For example, not paying attention to labour issues and practices such as fair recruitment, wage setting, social security and insurance, and rights of association may lead to abuse and the exploitation of workers. Where relevant labour regulations and decent work practices are not applied, the introduction and up-scaling of EIIPs may be jeopardized. EIIP makes every effort to safeguard basic labour standards and gives guidance on how labour standards and working conditions should be integrated into labour-based works.

Social protection is an essential component of the ILO's Decent Work Agenda. One dimension of social protection is to ensure a basic level of income security for all. EIIP has often introduced social security and accident insurance through country-level operations. In addition, PEPs have the ability to enhance income security of working age people and their families. EIIP has contributed by providing its expertise in designing PEPs to ensure that this objective is achieved.




Box 14

Decent work in Burkina Faso

The ILO conducted a study on the practice of decent work at construction sites in Burkina Faso. The growing construction sector has a high potential for employment creation, yet it often faces difficulties in ensuring decent working conditions. Following a survey, the study analysed the health and safety risks, and working conditions, at the construction sites, which revealed that 57 per cent of the workers were paid below the minimum guaranteed inter-professional wage rate, 60 per cent worked more than eight hours per day, 77 per cent had no written employment contract, and only 24 per cent had access to benefits from the National Social Security Fund (CNSS). Based on these results, and after consultation with the employers and the labour unions, the ILO proposed guidelines to integrate aspects of decent work into labour-intensive work. It provided recommendations of good practice for all the stakeholders in labour-based work to improve working conditions, OSH, discipline and dispute resolution procedures. It also promoted a shared understanding of the concept of decent work in the context of labour-intensive work in Burkina Faso.

5.4 ENVIRONMENTAL CONSIDERATIONS

The application of environmentally sound principles and practices constitutes an integral part of the design and implementation of EIIIP activities. The focus on LRB approaches and technologies already ensures a balanced use of natural resources.

EIIIP also has extensive experience and expertise in the preparation and implementation of comprehensive environmental safeguards frameworks, environmental assessments and environmental management and monitoring plans to ensure that projects adhere to international environmental standards.

Measures to protect the environment are incorporated into the design of infrastructure works, including roads, irrigation, flood control, and soil conservation. In the forestry sector, climate change mitigation measures are a predominant design element. Environmental considerations form a key cross-cutting issue in EIIIP's work with ILO's constituents at all levels. It includes technical advisory services, support at operational level, capacity building, and policy advice.



5.5 SOCIAL DIALOGUE



Social dialogue is a foundation for good governance, socio-economic development, and decent work. EIIIP provides advice and tools facilitating social dialogue between relevant key actors including representatives of governments, and employers' and workers' organizations, with a view to establishing as broad a consensus as possible on the policies and approaches as well as their application.

The EIIIP adheres to international labour standards and works with a wide range of stakeholders and actors to use labour-based works as an avenue to demonstrate and introduce labour standards in construction projects. Particularly in situations when workers are temporary unorganized village workers and employers are small local contractors.

At country or project level, EIIIP develops strategies and tools to ensure that standards and conditions for workers on labour-based infrastructure projects are applied in line with relevant national labour legislation and with the policies and practices described in ILO's guide. The cooperation with workers' and employers' organizations is important in this regard. Collaboration with workers' organizations has proved to be key in defining and enforcing good working conditions and practices. Emerging small enterprises are assisted to obtain gradually a greater market share of public works in the formal economy, where their interests are then defended by employers' organizations.





6. MEANS OF ACTION

Over 40 years of experience of linking employment with infrastructure development has endowed EIIP with a unique and vast portfolio of approaches, guidelines and tools. It supports its partners through four main means of action for employment-intensive infrastructure and environmental works in both urban and rural areas:

- ▶ policy advice
- ▶ capacity development
- ▶ implementation support
- ▶ knowledge development.

Apart from these key means of action, EIIP has also invested significantly in the development of partnerships to promote EIIP's approach.

6.1 POLICY ADVICE

At policy level, EIIP provides advice to governments and donors in the design of public investment strategies and programmes with the objective of increasing the impact on employment. Emphasis is placed on key design features, such as the overall employment content of public investments, identification of sectors and sub-projects, appropriate wages setting, improved targeting including youth, gender, indigenous people and disadvantaged groups, appropriate procurement procedures, contractor development and skills enhancement for longer term employability. EIIP also supports and carries out assessments of the employment impacts of such strategies and programmes to underpin work at policy level.

One of the main emphases of the work of EIIP is on supporting national frameworks in which the employment-intensive approaches can be supported and mainstreamed. This usually takes place through a range of interventions at country level which starts with demonstrating the viability and impact of the approaches through pilot projects and ends with the national governments taking ownership of the approaches. EIIP's strategy is to work directly or gradually with and through governments towards the institutionalization and mainstreaming of the approaches.

Box 15

Public Employment Policy in Vietnam

In Viet Nam, EIIP responded to a request by the National Assembly and provided guidance and support to develop a national Public Employment Policy which was integrated into the new national Employment Law (2013). EIIP helped to design parameters of the PEP and supported the labour ministry (MoLISA) to design the approach in consultation with stakeholders at national and local levels. Activities included: the review of national programmes to assess employment creation impacts and potentials; feasibility studies; consultation workshops and technical workshops to agree on design parameters; the preparation of a decree and circular; and an exchange study visit to South Africa.

6.2 CAPACITY BUILDING

Capacity building is the key thrust of EIIIP, covering a broad range of activities to support different stakeholders through a variety of interactions at multiple levels and in various sectors. EIIIP identifies capacity-building needs based on detailed assessments of identified requirements and capacity gaps, and takes into account absorption capacities, required standards and market demands.

Key groups of recipients and beneficiaries of EIIIP's capacity building activities are the public sector, the private sector, and communities and workers engaged in EIIIP works. Capacity building is not only limited to the training, coaching and mentoring of contractors, staff of line agencies or communities. Its support extends to the development, strengthening and institutionalization of systems required for budgeting, planning, designing, procurement, contract management, implementation, supervision, maintenance and operation of EIIIP works. It also covers systems for quality control, reporting, information management, and monitoring and evaluation of outputs, outcomes and impacts.



EIIIP has also engaged in partnerships with universities and polytechnic institutes in various countries, and assisted them to develop and deliver EIIIP modules as part of their academic programmes.

Wherever possible, EIIIP follows an 'embedded' approach. EIIIP specialists work in parallel with their counterparts and within the organizational structure of the counterpart agencies. This has proved very effective as it optimizes the scope for assessing actual capacity development requirements and provides tailor-made capacity-building support.


Box 16

Training and seminars in the Africa region

EIIP has been instrumental in establishing several national labour-based training institutions in Africa many of which are internationally recognized. They train hundreds of programme/project managers, engineers and technicians recruited locally and from the region. Such training centres are active in Cameroon, Ghana, Madagascar and Uganda. Since the 1990s, EIIP has facilitated the organization and conduct of the biannual Regional Seminar for Labour-based Practitioners. The seminar brings together practitioners, planners, policy-makers, researchers, and funding and development partners from the African region and beyond. The seminars discuss new developments, share experiences and ideas on the application of employment-intensive approaches in the delivery of infrastructure. The first seminar was held in Mbeya, the United Republic of Tanzania, with only 21 labour-based engineers from projects in East and Southern Africa. It has grown into an international conference attracting over 400 participants from all over the world. Regional seminars have been organized and hosted by Benin, Cameroon, Egypt, Ghana, Kenya, Lesotho, Mozambique, South Africa, Uganda, the United Republic of Tanzania, Zambia and Zimbabwe, and are conducted in a spirit of South-South cooperation. The 2017 regional seminar is hosted and organized by the Government of Ethiopia. The seminar's theme is on labour-based approaches and their contributions to the Sustainable Development Goals.


Box 17

Capacity building in India

In September 2005, India enacted the National Rural Employment Guarantee Act (NREGA). The Act recognizes employment as an entitlement and obliges the government to provide 100 days of wage employment annually (mostly in water-related works) at a stipulated minimum wage to all rural households whose members are seeking or willing to do unskilled manual work. In this way, NREGA combines the provision of income through employment with income through a transfer if employment cannot be provided.

EIIP has supported NREGA in the development and implementation of training for local engineering technicians involved in NREGA's infrastructure works, as a way of improving the works' operations and, in the long-term, achieving improvements in the quality and sustainability of produced assets. To fill the shortage of technical staff, the states are now encouraged to recruit and train people with a minimum of 10 years' education to take charge of the daily supervision of MGNREGA worksites, the so-called 'barefoot technicians'.

The candidate barefoot technicians are given a three-month course, covering technical, administrative and managerial subjects. The first two training-of-trainer courses took place at the National Institute of Rural Development (NIRD) in Hyderabad. The EIIP provided support in developing National Occupational Standards and comprehensive training materials covering the entire course. At present, institutes of rural development are training the barefoot technicians in some 20 states.

6.3 IMPLEMENTATION SUPPORT

The EIIP supports ILO members with the design, formulation, implementation and evaluation of policies and programmes that aim to provide the unemployed and underemployed with useful work. The EIIP provides technical advice and support, information services and training for the development and implementation of EIIPs within a framework of partnerships with governments, social partners, the private sector including contractors and training providers, and funding agencies and development partners.



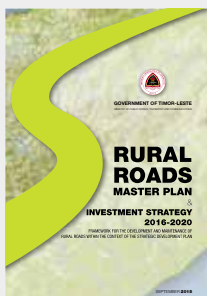
EIIP's role is to develop programmes and policies in relation to its overall objective. Occasionally, the ILO directly implements these projects, while in most countries EIIP provides technical, monitoring and supervision, as requested, and financed by the financing agency while governments are providing the capital investments. The main activities in support of the implementation of EIIP schemes are:

- ▶ direct technical backstopping of country activities and implementation of technical cooperation projects;
- ▶ overall monitoring, evaluation and supervision of labour-based works;
- ▶ technical assistance in the design, formulation, implementation and evaluation of national policies and programmes.

In terms of the practical application of the concepts of the EIIP, technical support during programme design and implementation is most important. It is where EIIP works with governments, national stakeholders and donors to influence their investments and maximize employment creation and income generation.

Box 19

A Comprehensive approach Roads for Development Program (R4D) in Timor-Leste: Capacity Building and Strategic Planning for the Rural Roads Sector



R4D started in 2012 with co-funding from the Government of Australia and the Government of Timor-Leste (GoTL). R4D is implemented by the Ministry of Public Works, Transport and Communications (MPWTC) and receives technical assistance from the ILO. The second phase of R4D, under full ownership by the GoTL in general and MPWTC in particular, started in April 2017, with capital funding for the road works fully financed by the GoTL. R4D is a large national programme with a total budget of more than \$90 million.

The purpose of R4D is to assist the GoTL to develop capacities in both public and private sectors for the planning and delivery of investments in the country's rural road network to contribute to an improvement in the livelihood conditions of rural people by providing climate resilient all-year round motorized rural road access to economic and social services, and facilities. Local resource-based approaches and technologies are used in the rehabilitation and maintenance of the rural roads to optimize short-term employment opportunities for the targeted rural poor. The targeted population is actively involved in the design and implementation of the works. Comprehensive social and environmental safeguard frameworks were developed and have been operationalized and institutionalized.

The ILO's technical assistance is embedded within the structure of MPWTC and supports institutional and individual capacity development during the project cycle at national and local levels. This includes human resources development advisory services, training of staff or institutional development support, and technical assistance with the development or improvement of key systems for planning, designing, procuring, implementing, managing and supervising the road works.

Projects are contracted to local contractors who receive extensive training and coaching in the preparation of bids, in engineering and quality aspects, and in business management. Contract templates that respect ILO's decent work standards were developed and institutionalized, and are aligned with environmental and social safeguards requirements.



6.4 KNOWLEDGE DEVELOPMENT

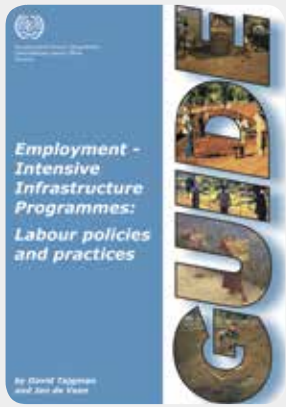
EIIP considers knowledge development the strategic process of developing and disseminating information to provide interested parties with a comprehensive understanding of employment-intensive approaches. Over the years, EIIP has developed and disseminated a wealth of generic and country-specific guidelines, frameworks and technical manuals. This collection of technical guidelines and manuals, contractor development and managerial guidelines, planning tools, gender guidelines, training curricula and materials, contract administration manuals, and occupational safety and health management guidelines, etc., can be downloaded from the EIIP website <http://www.ilo.org/global/topics/employment-intensive-investment/lang--en/index.htm> or is available through the ASISTDOC database: <http://www.ilo.org/dyn/asist/asistdocs.home>.

Other materials include:

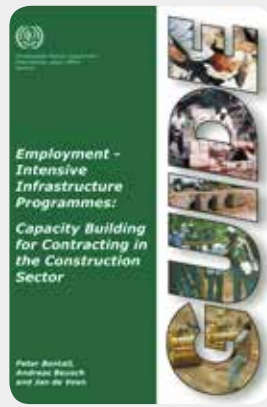
- ▶ Environmental and social safeguards
- ▶ The organization of the labour-force
- ▶ Quality control and quality assurance
- ▶ Bio-engineering guidelines
- ▶ Training manuals for engineers and supervisors (covering different sectors, including rural roads and community-based irrigation)
- ▶ Training manuals for local contractors
- ▶ Monitoring and evaluation guidelines.

DOCUMENTATION ON PARTICULAR PROJECTS IS ALSO AVAILABLE FROM ILO COUNTRY OFFICES' WEBSITES.

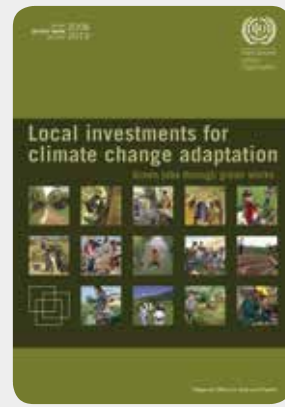




Labour policies and practices



Capacity building for contracting



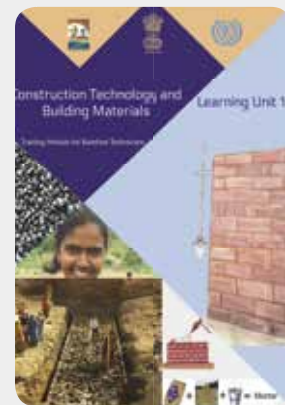
Climate adaptation measures and the design of EIIP projects



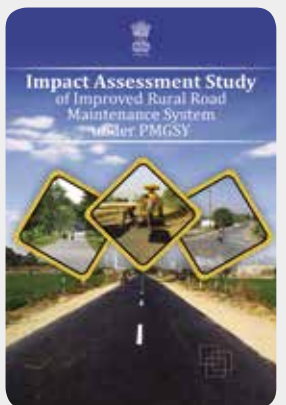
Gender-responsive employment-intensive investment programmes



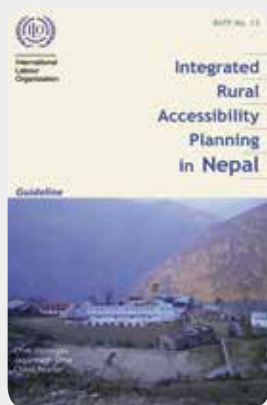
Community-based maintenance of rural roads



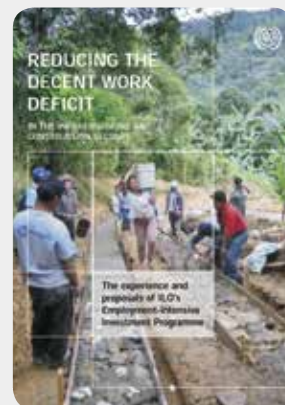
Manuals on technological engineering options



Surveying and cost-estimating EIIP projects



Integrated rural accessibility planning



Decent working conditions related to wages and non-wage issues



6.5 DEVELOPMENT OF PARTNERSHIPS

Partnerships are one of the key instruments in promoting EIIIP's approach. Partnerships enable the EIIIP team to extend its expertise by sharing resources and innovative methods, thereby improving the outreach, impact, quality and effectiveness of the works.

Over the years, the EIIIP has worked closely with many different development partners at global, regional and national levels to align and encourage the use of appropriate employment-intensive investment approaches, with a view to supporting predictable employment creation and enhancing national capacity, in addition to promoting decent work standards. These include multilateral and bilateral organizations, national and local governments, sector ministries, higher learning and research institutions, technical training institutions and private sector constituents. These partnerships are effectively used in many ways as part of advocacy and awareness-raising efforts, such as for promoting pro-employment policies and inclusive growth, mobilizing resources, enhancing innovative technologies and work practices in relation to the employment-intensive approach, increasing local participation and ownership as well as fostering South-South collaboration. Moving from donor-funded emergency employment schemes to more nationally enhanced and, in some cases, financed, multi-sectoral public employment programmes, the ILO has contributed to national policies and strategies which are influencing national labour-based schemes.

Below are some examples of past and recent collaboration in which EIIP has advocated for the importance of maximizing and offering predictable employment, stabilizing income security, increasing the employability of workers and, at the same time, contributing to sustainable assets and services focusing on quality. This has also influenced the strategies of other development partners.

- ▲ In 1992, ILO was closely involved in the creation of the Investment Fund for Development (FID) in Madagascar, which had several characteristics that were then incorporated into many of the existing social funds. In the mid-1990s, ILO carried out a regional appraisal of the social funds set up in Africa (AGETIPs) and Latin America, as well as Central Europe/CIS countries and, in 2003, carried out a study to assess the job-creation potential to enhance their employment impact.
- ▲ World Food Programme (WFP) and ILO had worked together in various programmes in the past, in which food was used as an incentive to work, using labour-intensive methods. In 1997, ILO and WFP came to an agreement and developed the first Guidelines on Food for Work Programmes. This was to ensure that the distribution of food as an incentive to work would not distort the local markets and to discourage competition between temporary community works, especially if the same volunteer-based work was being carried out for wage payment.
- ▲ Since about 2005, the ILO has been central to the development and training of the post-disaster needs assessments (PDNA) and the post-conflict needs assessments (PCNA). The ILO is leading the training of the Employment, Livelihoods and Social Protection (ELSP) sector, which compliments earlier humanitarian livelihood assessments to link disaster recovery with national development objectives.
- ▲ In 2009, together with the FAO, the ILO published the Livelihoods Assessment Toolkit (LAT), which was analysing and responding to the impact of disasters on people's livelihoods. The LAT was originally designed to focus on sudden onset natural disasters, but has been the basis for the development of other inter-agency tools looking at the impact of disasters.
- ▲ Since 2009, the ILO – in collaboration with various national experts – led the work to unpack and highlight the different objectives and trade-offs of labour-intensive public works within the spectrum of PEPs – or nationally financed schemes. The different objectives and trade-offs between employment creation, income security, assets and services creation, and environment all affect how and to what degree programmes have an economic, social and environmental impact.
- ▲ In response to the G20 and the Social Protection Inter-Agency Board (SPIAC-B) and, in an effort to help countries improve their Social Protection Systems, the ILO (along with 20 other development partners) has also been involved in the development of Inter-Agency Social Protection Assessments, notably leading the working group on the development of the Public Works Tool, contributing to the strengthening of the Social Protection Floor.

7. THE FUTURE OF EIIIP

While there is a great deal of uncertainty and insecurity about the future, it is likely that the global jobs crisis will remain with an ever-increasing impact on the poor and unemployed. The number of unemployed globally stands at over 200 million people. This figure does not even account for the many millions more who are underemployed or surviving as working poor in many developing countries. Job creation will remain high on the political agenda in many countries. Yet, increasing employment opportunities, in terms of both quantity and quality, is not an easy task. Therefore, policy-makers and practitioners will need to address recent employment-related trends, such as the adverse effects on labour demand deriving from investments and innovations in mechanization and automation, the negative effects of climate change, as well as rapid demographic growth that pushes people to seek a living in marginal and risk-prone areas.

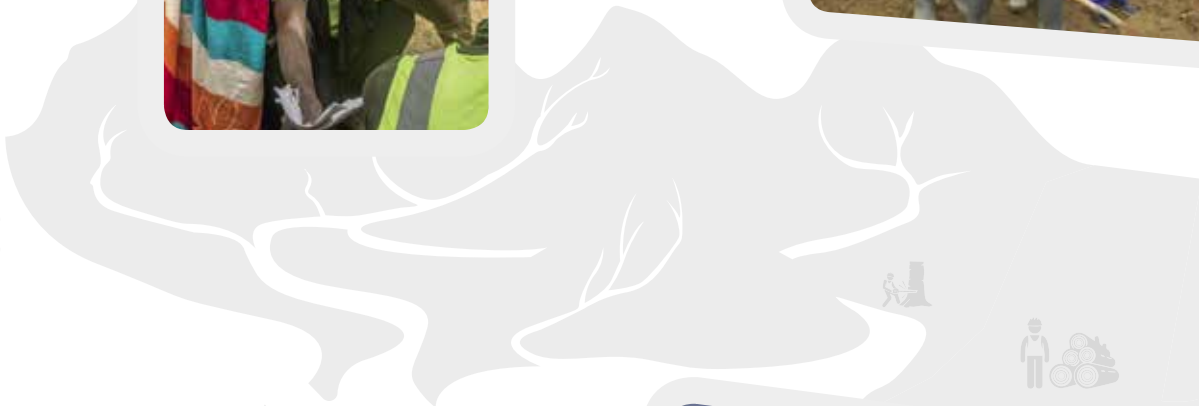
In such an uncertain context, EIIIP's approaches for reducing unemployment will remain relevant. However, it will be important to make them part of a longer term employment policy that provides work, dignity and an avenue for self-improvement, and participation in community and society for those who cannot be absorbed into the normal labour market.

EIIIP will continue to provide an instrument for employment creation, through ongoing investments in infrastructure and community services. Such a long-term perspective requires effective policy alignment and integration with employment, investment and income/social protection policies. If this could be achieved, EIIIP work could continue to contribute to developing national mechanisms to reduce unemployment and its negative impacts on society.

For over 40 years, EIIIP has made a significant contribution to economic growth, social development and environmental preservation. Its unique presence and expertise within the international community integrating employment creation with infrastructure development, environmental management and rehabilitation, in addition to its community-based approaches, ensure that EIIIP can continue to make an important contribution to the achievement of many of the Sustainable Development Goals in the future.









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