



ILO Training

Building Resilience through Public Employment Programmes*

16-20 December 2019
Port of Spain, Trinidad and Tobago

** Organized by the ILO Caribbean Office, and with collaboration with DEVINVEST HQ (Geneva), under the Decent Work and Resilience Project*





Session 3: PEPs in practices: strategies, innovations, examples - Country case studies



A focus on 4 comparative country case studies...





Each one trying to solve a different contextual problem...



MGNREGA India

- Seasonal under-employment
- **Poverty**

PSNP Ethiopia

- Seasonal famine and food crises
- **Poverty**

CWP South Africa

- Structural unemployment in economically marginalised areas: over 25% for over 20 years
- **Poverty**

Kinofelis Greece

- Cyclical unemployment arising from economic crisis [even if, in practice, a very long cycle]
- **Poverty**

With what implications for design?





Let's look at relative scale....



- **MGNREGA, India:** 77,8 million people, 52 m households participated in 2018/19.
 - Largest in history.
 - Benefits 20% of all HH in India; 25% of rural HH
- **PSNP, Ethiopia:** has assisted eight million Ethiopians, 6m per annum
 - (about 10% of the population);
 - Largest in Africa
- **Program Nasional Pemberdayaan Mandiri (PNPM) in Indonesia:** 10 million participants. About 3,7% of the population.
- **EPWP in South Africa:** 4 million over 5 years = about 800,000 per annum. About 1,4% of the population, less than 10% of the unemployed....
- **Kinofelis in Greece:** 40,000 participants.



Relative Scale of PEPs



Number of participating households in 2018/19
52,7 Million

Total number of individuals
77,8 million

Budget
% of government expenditure

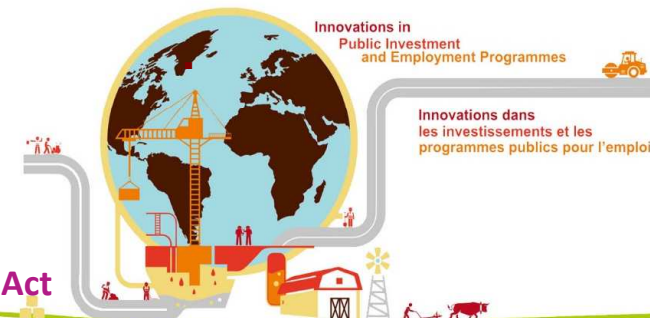
2-3%



EIIP The Main Objectives of MGNREGA*:



1. **Social protection** through wage employment.
2. Strengthened **livelihoods** through asset creation, natural resource regeneration.
3. **Social inclusion**, empowerment, grassroots democracy.



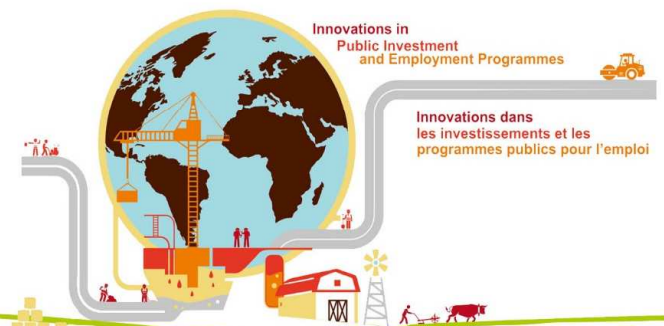
* The Mahatma Gandhi National Rural Employment Guarantee Act



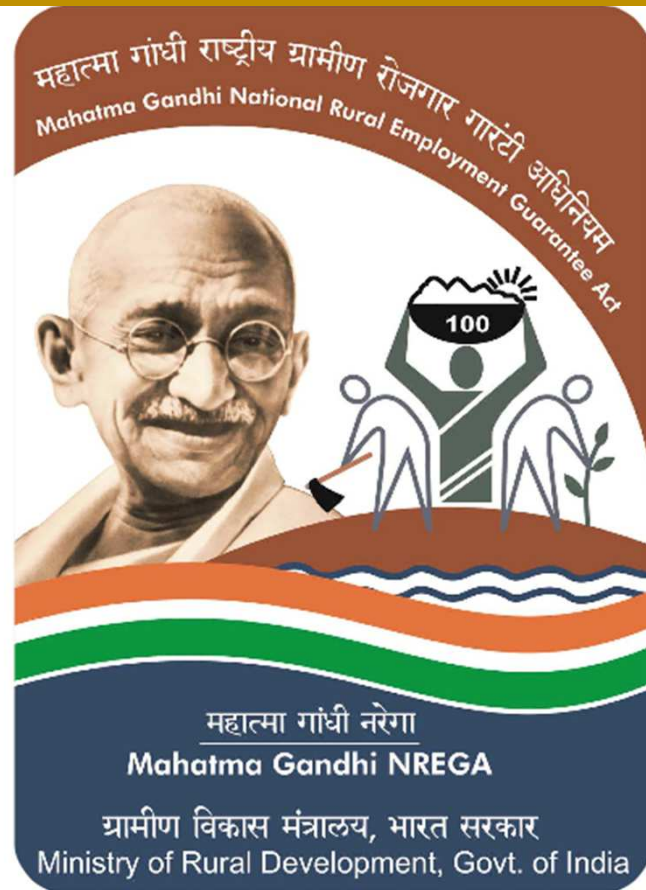


1. **Social protection** through wage employment.
2. Strengthened **livelihoods** through asset creation, natural resource regeneration.
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How do MGNREGA's design features address these?



MGNREGA: An Employment Guarantee



- **Guarantees 100 days** of employment per year to every **rural** household.
- Managed by the *gram panchayats**, but with certain responsibilities at each level of the state.
- Central government pays for wages and 75% of materials costs. 25% comes from state governments.
- Mandatory 60:40 for labour : materials, plus maximum 6% for administration.

*Local government structures



Households register to get a job card.
Now they can demand work when they need it.

The *gram panchayat* must provide work within 15 days of request.

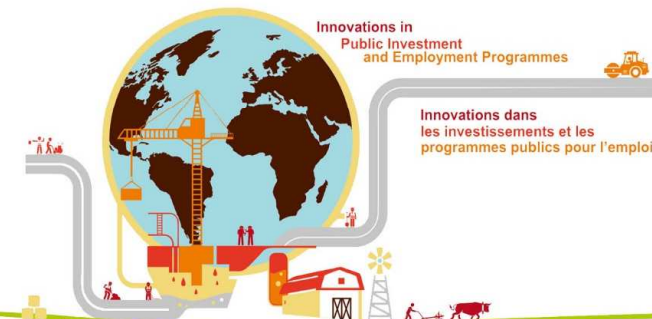
If work is **not** provided in 15 days, the state must pay 'unemployment allowances' instead.



Wages and working conditions



- A minimum wage
 - higher than the market wage in agriculture in many states.
- Equal pay for women.
- Crèche facilities, water, first aid on site.
- Work-sites no more than 5kms from the village.
- Access to occupational accident insurance.



A schedule of 'permissible works' is provided nationally;

The projects undertaken are selected through local community/government structures.



- Focus on agricultural infrastructure, soil and water conservation, irrigation, afforestation.

- Most work is on public lands; some is on private land





Mandatory Social Audits every 6 months



Regular Audits:
From the top-
Accountability to funders
and higher authorities



Social Audits:
From the bottom:
Accountability to
beneficiaries,
communities and local
public

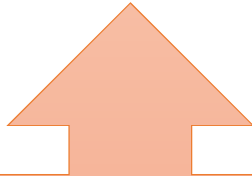
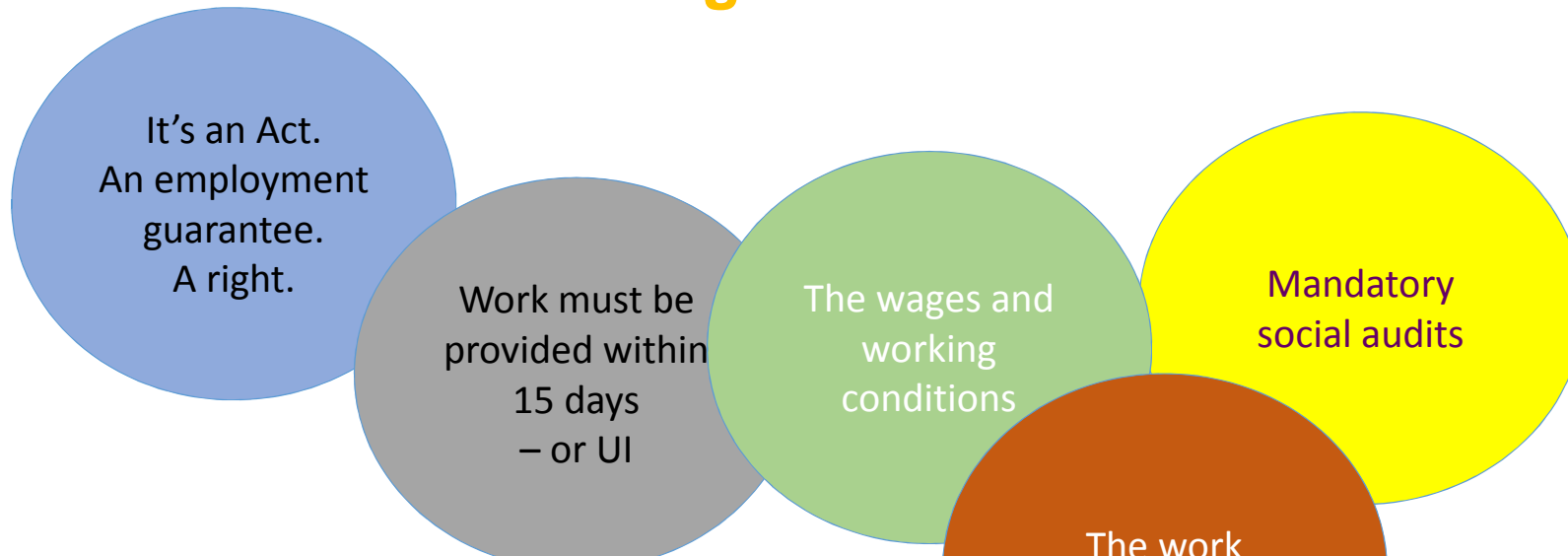


Photo: Sikkim NOW blog.

http://www.pacsindia.org/multimedia_videos/pacs-work-on-mgnrega



What might be the impacts and consequences of these design choices?



- *How do the design elements contribute to MGNREGA's objectives?*
- *What are some of the necessary conditions for success – what might be the constraints?*
- *Where might there be unintended consequences?*

Group discussion – one issue per table



Does this aspect of MGNREGA's design contribute to any of its objectives? If so, which one/s – and how?

What unintended consequences might arise?

For each set of design elements...

What are some of the necessary conditions for this design to have positive impacts – and what might be the constraints?



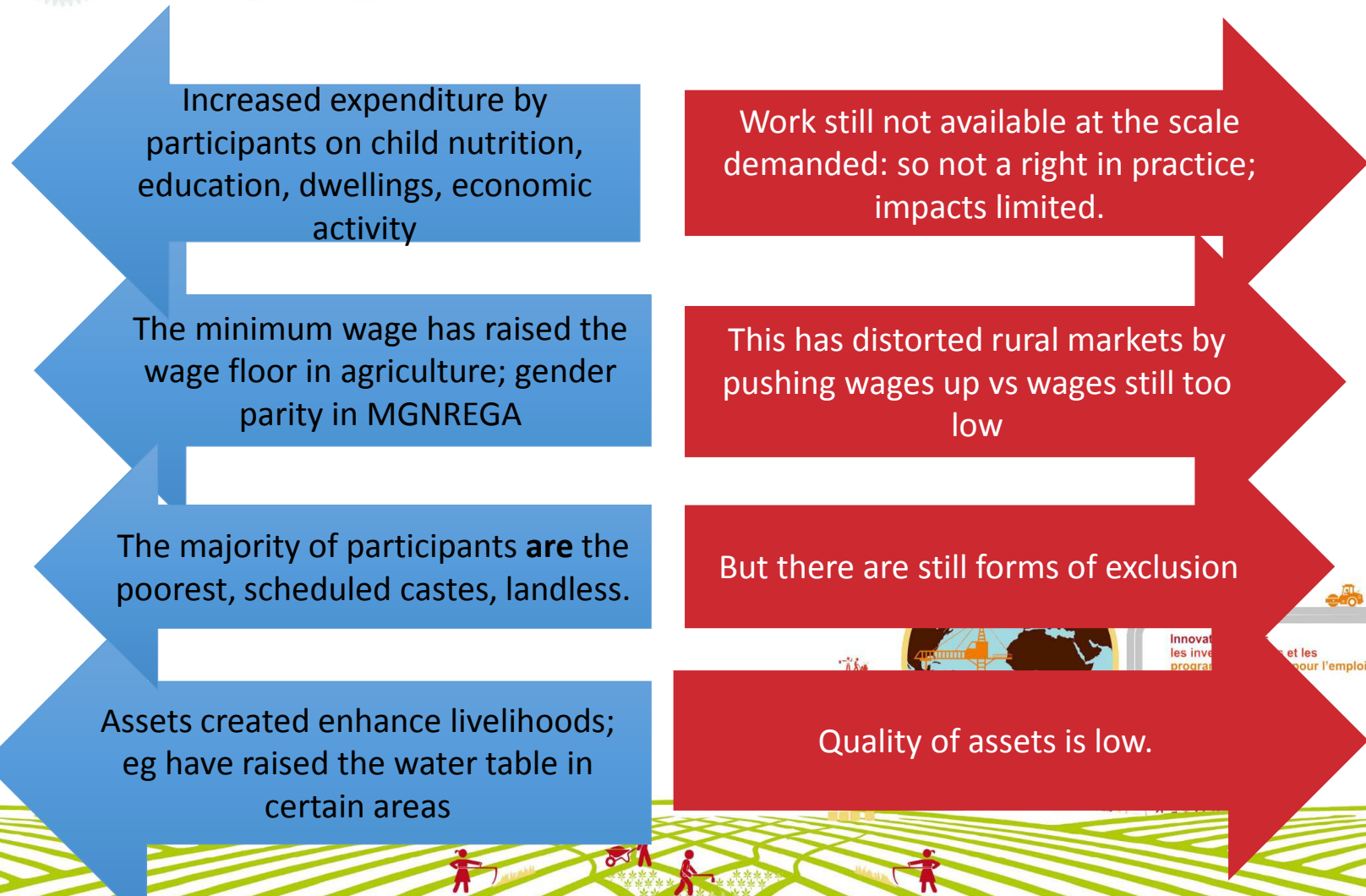


Photo: Oxfam



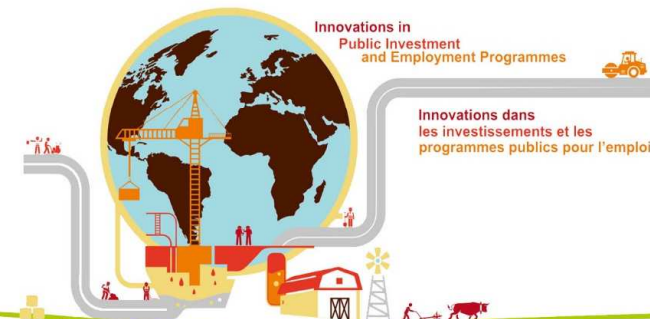
**The Productive
Safety Nets
Programme
(PSNP) Ethiopia**

https://www.youtube.com/watch?v=SQGqOMSe_24





Photo: Reta Assegrid USAID Ethiopia

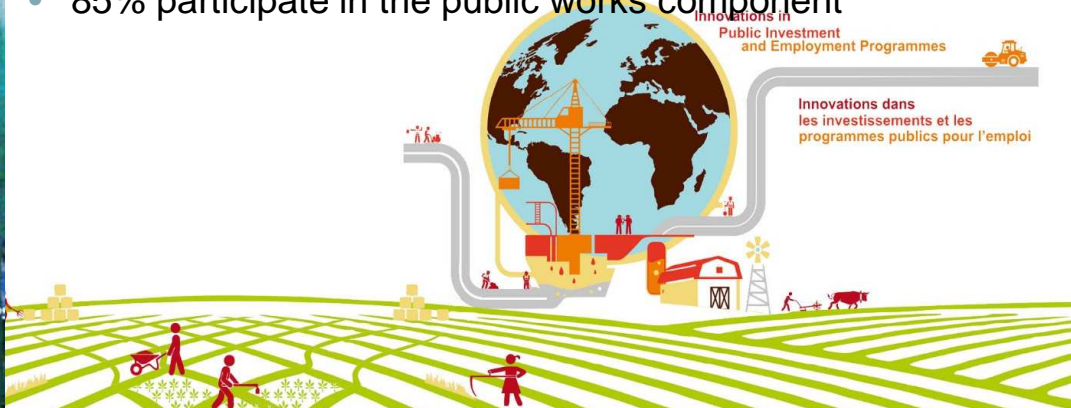
- **Social transfers** to the food-insecure population in chronically food insecure districts
 - Sustain nutrition
 - Prevent asset depletion in households
 - Create assets that contribute to livelihoods and create alternatives to food insecurity.

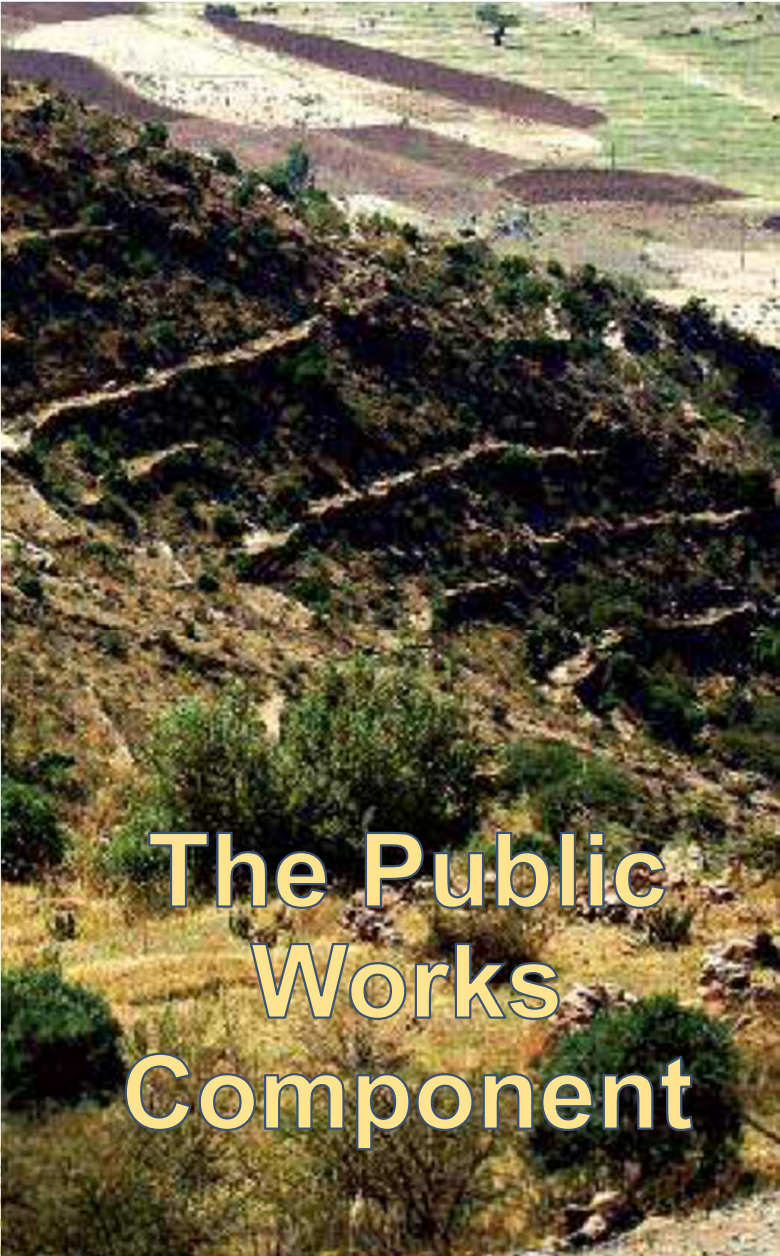




PSNP combines a PEP for those who  can work with cash transfers  for those who *can't*.

- Equivalent to **3kgs of cereal** per household member per month for 6 months per year
- As cash or as food
- Based on **household need**.
- The Direct Support is for labour-constrained households
- PWP: 5 days of work per month per households x 6 months of the year *for each member of the household*.
- Some households combine the two.
- 85% participate in the public works component





The Public Works Component



PSNP

... is now known as one of the largest climate change adaptation programmes in Africa.

EU 2018

Linking short and longer term solutions





Development dilemmas....



For women: new access to paid work...
But on top of existing unpaid work / livelihood strategies

- *'As per the guidelines, women are allowed to start work late and leave early to support them in doing their household chores...'*
- *'The principle of allowing women to arrive late and leave early is not widely known for fear that women might claim this as a right...Even some complain that women time the birth of their children to coincide with public works so that they can receive free support'*

Quotes from members of Food Security Task Force

Berhane et al 2013.



- Household's food gap dropped from 3.6 months to 2.3 months.

Strong on measuring outputs of asset creation...

- 50% reduction of soil erosion and sediment losses.
- Woody biomass production doubled.
- CO2 sequestered during phase 3 = over 1 million CO₂ (tonnes CO₂)
- 40 000 kilometres of rural access roads constructed or maintained
- 600 000 km of soil and water conservation physical structures built
- 200 000 ponds, 35 000 hand-dug wells for rainwater harvesting
- 2 800 kilometres of canals for small-scale irrigation as well as access to water for
- households
- 4 000 classrooms built and/or rehabilitated.

A challenge for PEPs: measuring the impacts of outcomes

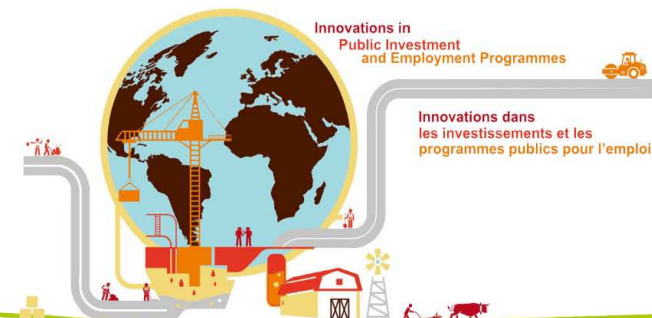


Some design issues....

People can choose payment in food or cash.
Cash seen as preferable in order to stimulate local markets.
But food price increases mean a preference for payment in food

There is an appeals process for wrongful exclusion or categorisation.
But budget constraints mean places are rationed: one appellant's gain can mean another's loss.

Maintenance of works is not part of PSNP: left to 'the community'.
But benefits of assets not equally shared.
Communities lack mechanisms and resources to undertake maintenance.





EXPANDED PUBLIC WORKS PROGRAMME CONTRIBUTING TO A NATION AT WORK

Expanded Public Works Programme (EPWP) South Africa





The Expanded Public Works Programme (EPWP): South Africa



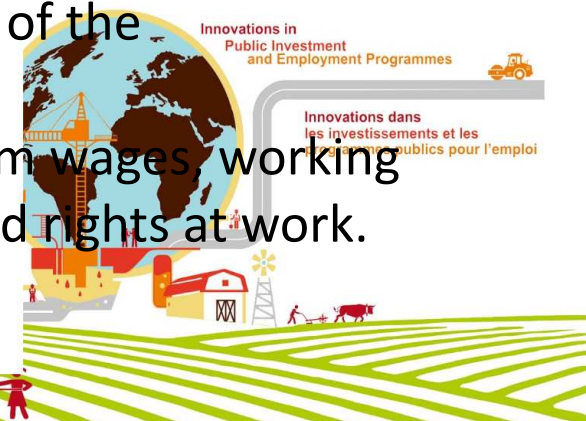
Since 2004, EPWP has been an umbrella for diverse programmes.

Creating 600,000+ work opportunities per annum.

Reaching 8 % of the unemployed.

With minimum wages, working conditions and rights at work.

- Urban and rural
- National, provincial,
 - local





- Infrastructure
- Environment
- Social
- The non-state sector
 - The Community Work Programme
 - NPO support programmes.

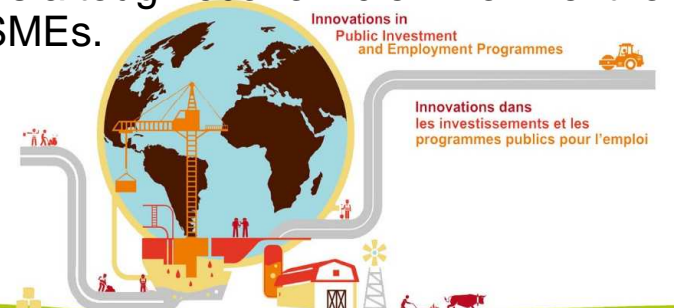
With innovation in the types of work



South Africa: long term, structural unemployment

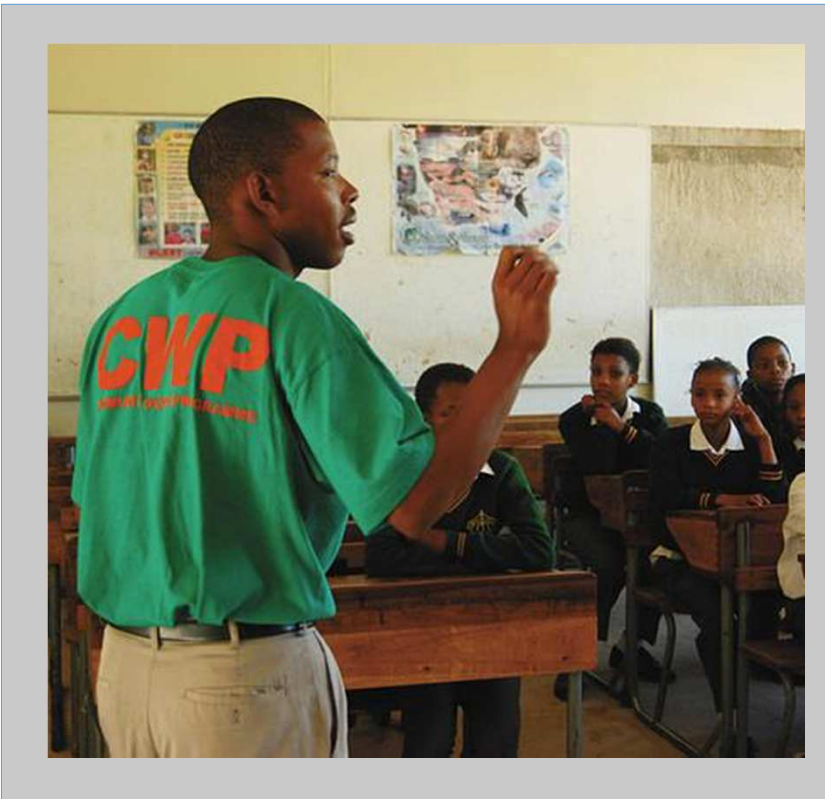


- A range of PEPs under the **Expanded Public Works Programme**
 - Infrastructure
 - Social
 - Environment
 - Non-State.
- The early design logic of EPWP was based on an assumption that after a short-term work experience, participants would transition to a formal job or start a small business.
- The problem: the economy has not created jobs at the scale required – and it's a tough economic environment for SMEs.



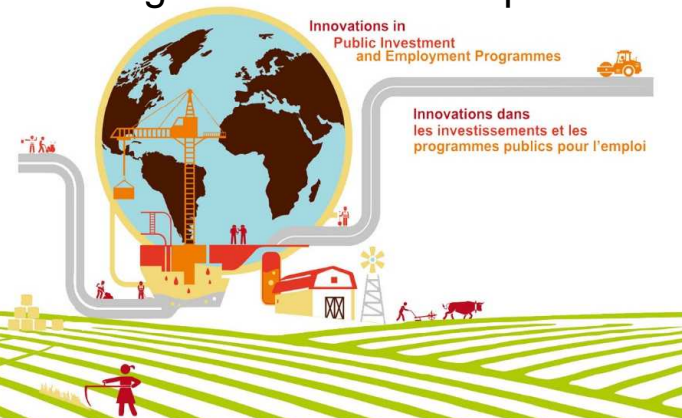


The Community Work Programme: Responding to structural unemployment



Providing homework classes after school

- Regular, predictable, **ongoing, part-time** work – 2 days a week / 8 days a month.
 - = regular income, structure, networks, capabilities, supplements livelihoods.
- **No shortage of ‘useful work’ to be done in poor communities.**
 - Communities identify it.
 - = a multi-sectoral menu:
 - Social, environmental, basic infra
 - Community safety, awareness
 - Public art, community radio
 - Youth recreation, sport, IT/GIS.
- Funded by national government and implemented by NPOs.





Kinofelis in Greece: Responding to economic crisis



- Reconnects high-risk, long-term unemployed to the labor market through professional experience and new skills;
- Payment at the national minimum wage
- Priority given to older workers.
- Creates public goods and services at local level.





Social kitchens for local food



Rehabilitating school furniture

Design features of Kinofelis



- Employment full time for 8 months.
- Ministry of Labour issues calls to municipalities to propose employment projects, against targets per municipality based on relative need.
- The places are advertised by the Greek employment agency, OAED. OAED makes the appointments and allocates to municipalities
 - This separation limits risks of patronage, political interference.
- MOL pays the wage costs, munis must cover other costs.



**Impacts are determined BY
DESIGN.....**