ILO Training

Building Resilience through Public Employment Programmes*

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

Session 15: PEPs – Effective targeting:
gender, youth , disabled

What is your objective?

- To provide income relief for the very poorest?

- To provide social protection for the unemployed?

- To address deficits in basic infrastructure and services?

- To complement existing livelihoods?

- To provide economic inclusion for ex-combatants in a post-conflict situation?

- To provide a short-term response to temporary unemployment during a crisis?

- To create an ongoing employment safety-net?

- To raise working conditions and wages?

Different objectives will inform different targeting strategies

But there are still complex choices to be made.

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Who to target? Who to exclude?

- The poor or the most vulnerable?

- Whoever wants to work?

- The unemployed? The underemployed?

- Households or individuals?

- Heads of households? Or not?

- Poor areas/ regions/ communities?

- Migrants/immigrants/refugees?

- Those already receiving some form of social assistance?
  - Are they a priority – or excluded?

- Vulnerable groups
  - May include: women/ youth/ "elderly"/ people with disabilities/ immigrants.

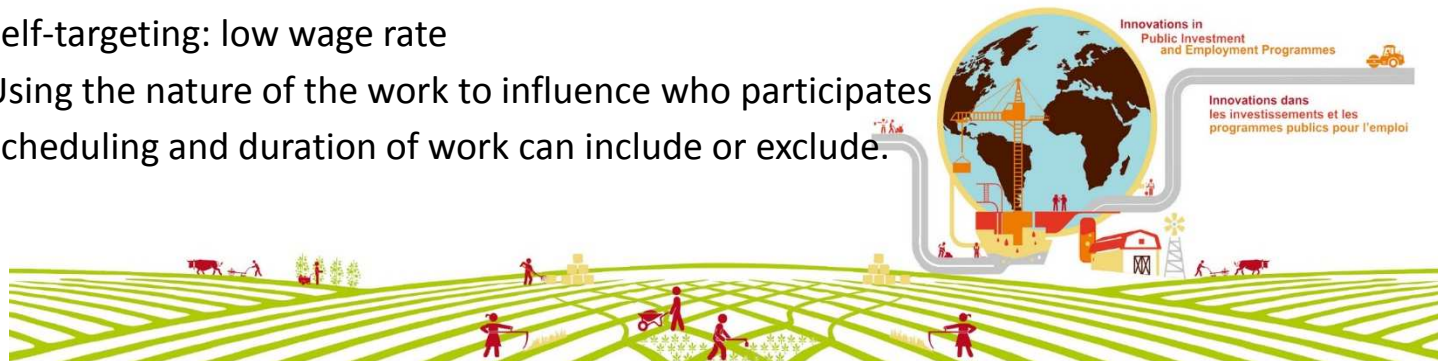Complex choices remain even when objectives are clear
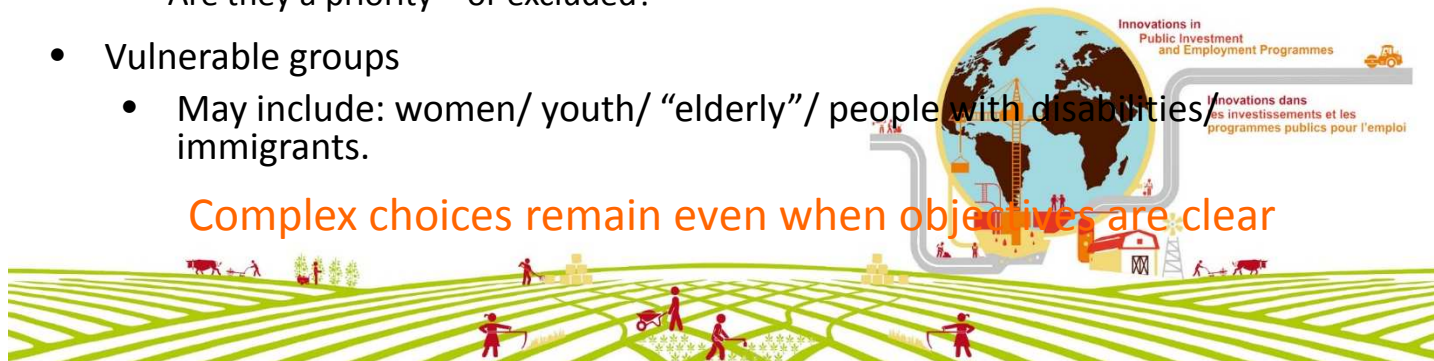
Methods of targeting …

- *Geographical or spatial targeting: area-based*
  - Eg rural areas; informal settlements

- *Community-based process: selection against criteria*

- *Categorical targeting*
  - *Youth, women etc*

- *Means-testing (proxy and self declared)*
  - *Can be problematic- where differences between poorest/ very poor/ poor can be very small*

- *In addition (more specific to PEPs):*
  - Self-targeting: low wage rate
  - Using the nature of the work to influence who participates
  - Scheduling and duration of work can include or exclude.

These methods are **complementary** and not mutually exclusive

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Errors of inclusion and exclusion

- **Inclusion errors**: when those who do not fit the target group benefit from the programme
  - Often not that serious: in relation to borderline cases
  - But a problem if a result of corruption/patronage
  - It may displace those who are most in need if the budget is fixed.

- **Exclusion errors**: when those who do fit the target group do not benefit
  - Can be very serious at the individual/ household level
  - May undermine confidence in programme

Measures to minimize inclusion errors may aggravate exclusion errors, but measures like appeals processes can assist with correcting mistakes

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- How to measure 'the poorest'?
    - Poverty is multi-dimensional.
    - The administrative cost of measurement can be v. high.
    - Are the poorest percentile: poorest 20%? But how big are the differences?

- Danger of stigma
    - Poverty can be a source of shame: people may not want to defined as 'the poorest,' 'the most vulnerable'.
    - Can lead to social exclusion: a cost of participation.

- As soon as there is a selection process, risks of corruption, patronage, or capture of the opportunity arise
    - Who controls this process?

- Dangers of perverse incentives: eg:
  - To keep income below a certain threshold…
  - To move to an area that's been targeted spatially…..
  - Not to participate in self-employment activity or casual work…

- Selection through community-consultation may reproduce existing forms of exclusion and/or favour elite capture.
  - Participatory processes may reproduce local forms of discrimination, gender bias, and patronage.

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Good practices in targeting

Offer part-time work (CWP in SA's EPWP)
- Few people will leave poorly-paid **full-time** employment for **part-time** work, even if this is better paid.
- Part-time work often enables participation of women.

Use the type of work to influence self-selection
- Eg care work attracts woman - who may not come forward for other kinds of work.

Use transparent, random selection processes when rationing is necessary,
- Eliminate risks of corruption (or perceptions).
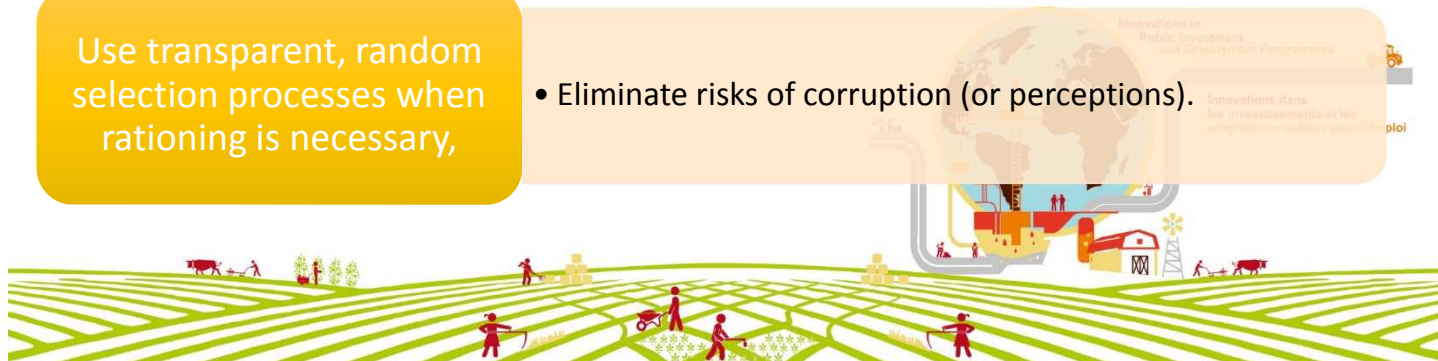
Good practices in targeting

Make the programme universal: so participation is a legal right (MGNREGA).	• But still spatially targeted at rural areas; days rationed per h/h.
Recognise existence of labour-poor households (PSNP)	• Integrate PIP/PEP into wider social protection to protect those who face limitation in how much they can work
Link targeting to wider entitlement to unemployment insurance.	• Use PEP as a form of unemployment insurance (Kosovo, Latvia)
Introduce appeals processes for those who believe they have been unfairly excluded (PSNP)	• Address especially exlcusions errors

Integrating youth - some design issues:

- Targeted programmes?
  - Target exclusively youth or predominantly youth?

- How to make participation attractive to youth?
  - Are youth queuing up to be part of PIP/PEP – or not?
  - What attracts them – or not?

- How to consult youth:
  - Through what structures? Are these representative?
  - Are their voices heard?

- Roles in PIP/PEPs?
  - In management? In governance?

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Perceived challenges and opportunities of employing youth

Challenges:

- Lack of work experience

- Volatile/ impatient

- High expectations and demanding

- Lack of discipline/ work habits

- Work place behaviour

Opportunities:

- Lots of energy

- Ambitious

- Educated

- Interest in technology

- Flexible

- Interest in learning

Country	Programme	Youth a target group? (Target)	Target (Individuals or households)	% youth or available age bracket participation	Targeting strategy
South Africa	EPWP	Yes (40%)	Individual	49%	Categorical (Youth) + Community (poor +unemployed) + Self Targeting
Liberia	YES-CWP	Yes (75%)	Individual	67%	Categorical (Youth) + Community (Vulnerable)
Sierra Leone	YESP	Yes (100%)	Individual	92%	Categorical + Self Targeting
El Salvador	PATI	Yes	Individual	39 %	Geographical, Categorical (16+), Self Targeting
Cote d'Ivoire	PEJEDEC-THIMO	Yes (100%)	Individual	100%	Categorical (Youth) + Self Targeting
Mexico	PET	No	Individual	29%	Geographical (Small towns and village)
Liberia	CfWTEP	No	Individual	59%	Community (Vulnerable)/Lottery
Latvia	WWS	No	Individual	9%	Registered Unemployed with Ministry of Labour + Self Targeting
Argentina	*Jefes*	No	Household	38%	Categorical (Households with school age dependents) + Self Targeting
India	MGNREGA	No	Household	15%	Universal in Rural Areas + self-targeting
Yemen	LIWP	No	Household	15%	Geographical (Remote villages) + Community (Poorest)

What influences youth participation?

Youth as an explicit target group:	• Targets for youth participation, quotas, communication
Definition of targeting and eligibility criteria:	• Age boundaries, employment status, geographical regions
Targeting Unit:	• Individuals or households (and household characteristics)
How is targeting youth integrated with other targeting criteria?	• Poverty levels, food security, unemployment, gender, self-targeting
The kind of work offered	• Skilled- unskilled, construction, social, environmental
What we have not looked at: How these factors differ between youth and non-youth, or between youth?	• What is more significant among youth: skill level or work experience? • Are skilled youth more or less likely to work that skilled non-youth?

Recommendations for Designing Youth PEPs

Incorporate **definitions and indicators** that allow for the monitoring of youth participation

Be clear on the **profile of youth** you are targeting: youth are diverse and all are not likely to be interested

Incorporate **participation of youth as part of the programme objective**, and chose a name that also reflects this, and set a quota or target

Select **work activities** that are attractive to youth through having **youth participate in selection**

In households targeted programmes , make **it easier for youth**:
Extra work days for youth members
Communication and targeting
Quotas for youth-headed households or households with young children

What next? Contribution to free time of unpaid jobs through relevant care infrastructure development

Figure 2. Time spent daily in unpaid care work, paid work and total work, by sex, region and income group, latest year
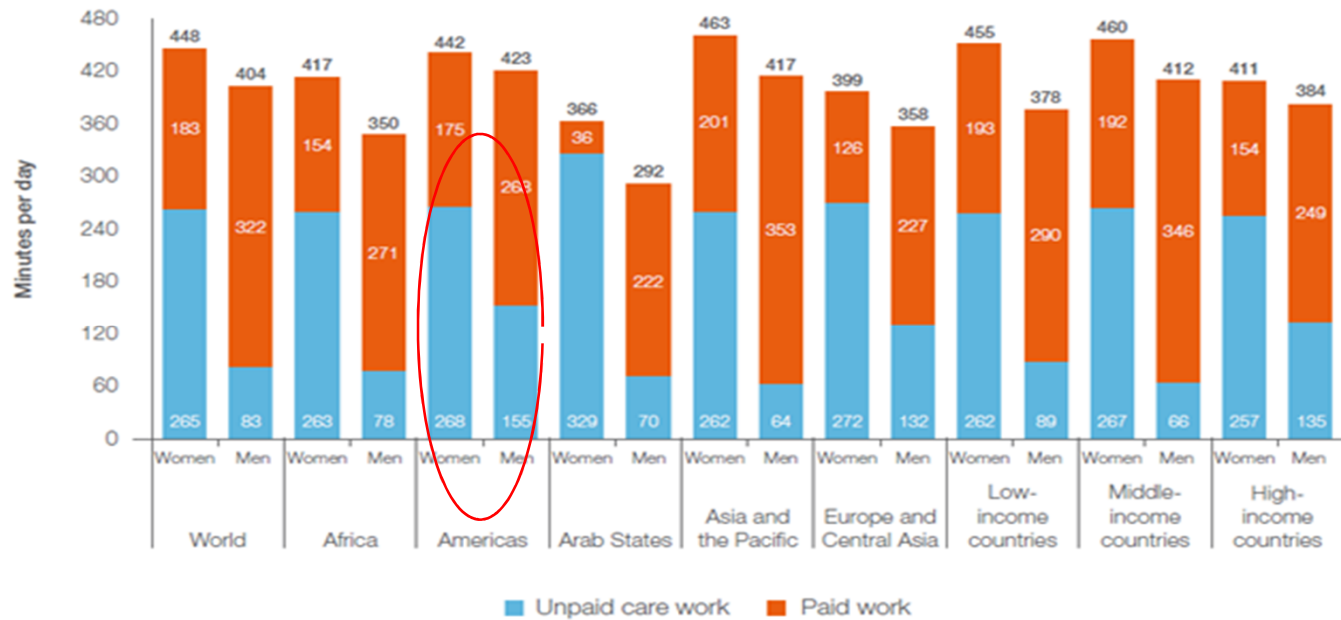
Note: See Chapter 2, figure 2.8 (64 countries).

Source: ILO calculations based on Charmes, forthcoming.

Yes, women can be involved in infrastructure

Including skilled roles, especially where training is provided: eg contractor development programmes.

Infrastructure development and gender equality:
constraints and opportunities

- Women's presence in PW is often limited because of:
  - Generic gender inequalities (e.g. women's disproportionate care burden)
  - Sector-specific factors (e.g. doubts about women's capacity; perception of construction as men's work)

- But: PW can be a powerful tool for the advancement of gender equality and women's empowerment:
  - Infrastructure works programmes can provide decent work for women as workers, contractors, engineers, etc.
  - Infrastructure can help to alleviate women's care burden, facilitate women's economic empowerment, and transform gender relations

Approaches for gender-responsive infrastructure works projects

I. Gender Responsive Infrastructure	II. Gender Responsive Works	
Developing infrastructure that responds to women's needs	Facilitating women's entry into PWPs	Creating gender-friendly workplaces
Examples of measures: • Informing and consulting both women and men about their needs and preferences • Carrying out gender analysis of the context + impact of infrastructure investments on women and men's paid and unpaid work & on gender relations • Investing in infrastructure that advances gender equality and women's empowerment	Examples of measures: • Marketing opportunities to women and men • Removing restrictions from worker/contractor selection criteria or other regulations • Introduction of quotas or targets	Examples of measures: • Provisions to facilitate combination of work and family • Protection against violence and harassment • Separate bathrooms and rest areas
Gender Mainstreaming in Public Works Programme/Project Cycle		
• Gender analysis, gender budgeting, gender-sensitive M&E….		

Example 1: Jordan - EIIP project for refugees/host communities

The "***Employment through Labour Intensive Infrastructure in Jordan***" project aims to create short-to mid-term employment opportunities for host communities and Syrian refugees through infrastructure works.

Examples of measures to promote gender equality:

- A **task-based payment system** to ensure that women were paid equally to men for the same work.

- **Flexible work days** to allow to combine work with unpaid care responsibilities.

- Provision of **transport** to respond to safety concerns.

- Social Safeguard Officers trained on **gender responsive safeguarding practices** including how to address harassment in the workplace.

- Work sites equipped with **separate toilets and rest areas** for women and men.

Results: women make up on average 16% of the EIIP workforce, more women in higher earnings brackets (48% of women, 42% of men earn more than JOD 700), more women than men satisfied with work quality

Example 2: Tanzania - EIIP component of social protection programme

The public works component of the "***Productive Social Safety Net***" (PSSN) programme in Tanzania allows households to earn extra income during the lean agricultural season by linking participation in public works to cash transfers.

Examples of measures to promote gender equality:

- Priority given to **works which reduce women's care burden**

- **Quota** of 40% for women's participation

- Flexible **working hours**

- **Light work** during pregnancy and breastfeeding

- **Child care** arrangements in some locations

Results: 70% of project beneficiaries are women; infrastructure decisions based on women's needs; reduced marital conflict and increased bargaining power for women

Example 3: Tunisia - business opportunities from EIIP works

The **"Support Programme for the Development of Under-priviledged Areas" (AZD)** supports infrastructure development and economic diversification in disadvantaged governorates.

Examples of measures to promote gender equality:

- Women **engineers** involved in PW component

- Women's empowerment promoted through **induced employment impacts of infrastructure**:
  - technical and business training
  - equipment
  - marketing…

…and other assistance provided for the **setting up of businesses** in the agricultural value chains supported by infrastructure development

Results: Infrastructure leveraged for local development and economic diversification: 110 jobs created for women in 7 group-based businesses

Key takeaways - 1

- Gender-responsive infrastructure works do not only mean works where women obtain employment - infrastructure investments themselves also have to **respond to women's needs.**

- Infrastructure works **do not automatically benefit women**, but when women do participate, these works **provide access to employment, social protection, and a sense of empowerment** for women.

- **Stereotypes** and assumptions that infrastructure work is inappropriate for women **can be overcome**, even in conservative contexts. E.g. in Jordan: women's participation rates have reached 16%.

- Infrastructure works provide an opportunity to promote the career development of young skilled, professional women, and thereby help to **expand opportunities for women beyond low-skilled occupations**

Key takeaways - 2

- To ensure effective participation, a **combination of several substantive measures + gender-responsive project management** are required, e.g.:

  - Substantive measures: not sufficient to simply decide on a quota; complementary measures to attract and retain women, including measures which take into account lifecycle needs and family responsibilities.
  - Project management: not sufficient carry out a gender analysis and to set gender-related objectives for a project - budgets and staff capacity are needed for operationalising the gender-related measures through which such objectives can be met.

- Important to highlight the **win-win dimension** of women's participation in terms of greater productivity and better outcomes

- Need to **prevent possible adverse impacts** early on (e.g. girl children being drawn into childcare work when mothers work)

- **Challenging implementation circumstances** such as situations of fragility or conflict have their own, specific gender dimensions which need to be addressed.

Open questions/challenges

General questions:

- How do we secure interest and commitment from policy makers, project implementers to promote gender equality?

- How do we attract women to work in this traditionally male domain?

- How do we ensure the dual aim of gender-responsive works (process) and gender-responsive infrastructure (outputs) is fulfilled?

Technical questions:

- Discrimination in recruitment: Can physical force be an "inherent" requirement of the job?

- Pay equity: How do we define pay equity when physical force is an key determinant of output?

- Women construction contractors: how do we convince policy makers of the need for quotas? how do we make sure women's businesses can participate?

How to mainstream gender into infrastructure projects and programmes?

Outline of good practices

1. Gender and Disability in targeting and identification

2. In design and appraisal

3. Employment Creation

4. Monitoring and Evaluation

- https://www.ilo.org/global/topics/disability-and-work/lang--en/index.htm
- https://www.ilo.org/global/topics/employment-intensive-investment/news/WCMS_675164/lang--en/index.htm
- https://www.ilo.org/global/topics/equality-and-discrimination/lang--en/index.htm
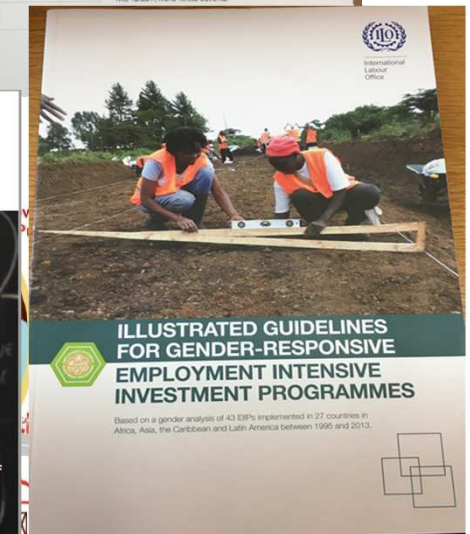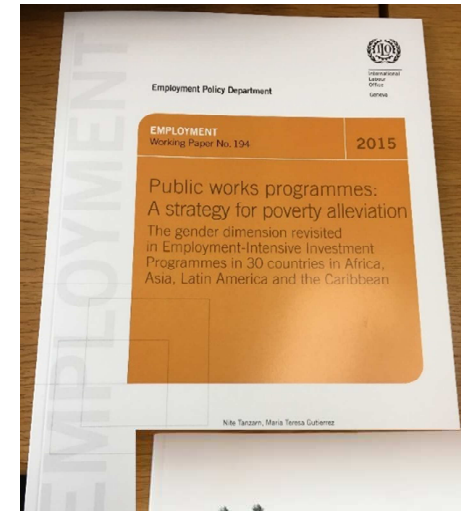
Approaches for addressing disabilities in projects

I. Accessible Infrastructure	II. Activities adequate for disabled persons	
Developing infrastructure that responds to disabled person's needs	Facilitating disabled person's entry into PWPs	Creating disability-friendly workplaces
Examples of measures: • Informing and consulting disabled persons about their needs and preferences • Develop a disability management strategy assessing the impact of infrastructure investments on disabled persons • Investing in infrastructure that takes into consideration disabled person's need and their empowerment	Examples of measures: • Disability management to facilitate the employment of persons with disability taking into account individual needs, work environment, enterprise needs and legal responsibilities	Examples of measures: • Adjustment or modification of machinery and quipment • Modification of job content, working time and work organization • Adaptation of work evironment
Disability Inclusion Strategy in Public Works Programme/Project Cycle		
• Disability perspective reflected in all programming and reporting		