

Employment-Intensive Investment Programme (EIIP)

Engagement with social partners

The Employment-Intensive Investment Programme (EIIP)^[1] of the International Labour Organization (ILO) supports Member States in creating decent jobs through public investment, particularly in contexts of fragility, crisis, and structural employment deficits. With 50 years of experience in more than 70 countries - and linking policy to practice - EIIP links employment creation with local economic development and serves as a strategic entry point for advancing the ILO's mandate and international labour standards, promoting decent work, social inclusion, and social dialogue.

In line with the ILO's tripartite mandate, EIIP works with governments, workers' and employers' organizations across the programme and project cycle to strengthen legitimacy, improve labour and business outcomes, and enhance the sustainability and impact of public investment.

EIIP engages with social partners at three interconnected levels

i. Policy and programme - project design (national and sectoral)

EIIP promotes early and continuous consultation with governments, employers' and workers' organizations in shaping public investment strategies and employment-intensive programmes. This helps align interventions with labour market needs, secure agreement on decent work objectives - including fair recruitment, wage-setting, working time, and occupational safety and health (OSH) - and strengthen the legitimacy of programme priorities.

Such engagement strengthens national ownership and clarifies institutional roles for EIIP's guidance on environmental and social safeguards which highlight stakeholder engagement and social dialogue as essential for programme design, particularly to identify labour-related risks and inclusion challenges early on.



[1] International Labour Organization. (2018). Creating jobs through public investment: Employment Intensive Investment Programme. Geneva: International Labour Office, pp. 17-19.





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Policy and programme - project design Illustrative examples (not exhaustive)

- The national consultation and validation processes conducted to develop a sub-regional African Development Bank project (**Burkina Faso, Chad Mali, and Niger**) actively involved workers' and employers' organizations.
- **Cameroon:** EIIP worked closely with key workers' organizations^[2] to advocate for the use of its approaches in national budgets and to support their role in monitoring & evaluation. Through training and awareness-raising, these organizations strengthened their capacity to advocate for more effective use of the EIIP approach in public investments^[3]. Their efforts contributed to President Paul Biya's commitment to continue working on an employment-intensive Action Plan for Youth through their Public Investment Budget.
- **Pakistan:** EIIP worked through the Pakistan Workers Federation (PWF) and the Employers Federation of Pakistan (EFP) to advocate for a "job-rich recovery", to identify vulnerable workers, and implement priority emergency employment projects after the 2022 floods and again following the 2025 floods in Khyber Pakhtunkhwa (KP) and Punjab. PWF and EFP were actively engaged in the post-disaster needs assessments and recovery strategy, with EFP advocating to prioritize local labour-based contractors to help revive the local economy. EIIP also supported the Ministry of Overseas Pakistanis and Human Resource Development (MoOPHRD) and social social partners in developing and launching a comprehensive "World of Work Crisis Response Strategy", which includes employment-intensive approaches as a key strategy.
- **South Africa:** For the past 25 years (financed through domestic resources), EIIP has supported the Government by ensuring labour and business inputs are incorporated into successive policy drafts and by promoting stakeholder ownership. The policy was finalized and submitted to the government in 2024, reflecting EIIP's collaborative approach to evidence-based, socially agreed policy development, including policies for the inclusion of persons with disabilities. After NEDLAC's review and revisions, the framework was finalized and officially launched in 2025, paving the way for more inclusive public employment.
- **Senegal and South Africa:** EIIP supported the Government with the development of a national framework for Public Employment Programmes (PEPs). EIIP conducted research, deliberated findings with tripartite partners and—following validation—submitted the framework to the Government, providing a coherent strategy to strengthen the impact, governance and coordination of their public employment landscape.

[2] USTC, CSTC, ENTENTE, CCWTU, CCT, USLC, CTUC.

[3] Plaidoyer pour l'utilisation au Cameroun de l'approche HIMO dans le cadre des travaux de construction et d'entretien des infrastructures | International Labour Organization





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ii. Governance, oversight, and social dialogue during implementation

During implementation, EIIP promotes joint governance and monitoring arrangements with social partner participation, in steering committees, technical working groups, and social dialogue platforms. These mechanisms support information-sharing, joint problem-solving, and oversight of labour and working-condition standards throughout the project cycle. EIIP safeguards highlight the importance of monitoring wage payments, working time, OSH, and contractual practices in employment-intensive works, and supports structured collaboration and accountability among institutions and partners, including in fragile and crisis-affected settings where labour administration and inspection capacity may be limited.^[4]

Illustrative examples (not exhaustive)

- **Afghanistan:** The EIIP Project Advisory Committee included six employer and workers' representatives who met monthly to provide guidance on project implementation.
- **Bangladesh:** In 2025, EIIP hosted a South South Inter-regional Forum in Bangladesh, bringing together governments and social partners from across Asia and the Pacific and the Arab States, including the International Trade Union Confederation (ITUC) (Bangladesh and AP), the National Coordination Committee for Workers' Education (NCCWE) (Bangladesh), the Employers Confederation of the Philippines (ECOP) and the Afghanistan Chamber of Commerce and Investment (ACCI) .
- **Tanzania:** EIIP provided sustained technical assistance to strengthen the capacity of social partners and government institutions to engage in employment-intensive approaches and policy dialogue. This support has combined regional exposure, targeted training, and thematic capacity-building initiatives which improved social partners' understanding and engagement in public procurement policy development. Together, these initiatives have strengthened the ability of Tanzanian social partners to engage meaningfully in employment-focused policy processes and the design and implementation of employment-intensive investments.
- **Jordan and Tunisia:** EIIP supported programmes that applied stronger governance approaches to strengthen oversight of working conditions and reduce labour-related disputes during implementation.^[5] A national policy working group of tripartite character has also been introduced to discuss how to align employment with trade and investment policies - through the Mainstreaming Employment in Trade and Investments (METI) project.

[4] International Labour Organization. (2025). Guidance note on social safeguards for employment-intensive approaches: Operationalising the Humanitarian–Development–Peace Nexus in Afghanistan.

[5] International Labour Organization. (2022). Employment-Intensive Investment Programme (EIIP): Environmental and social safeguards guidelines.





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iii. Delivery models that create space for local employers and workers' organizations

At project level, EIIP uses delivery models that promote participation, transparency, and local economic development, including community-level planning and contracting approaches. These modalities engage local authorities, community-based organizations, cooperatives, and local contractors in delivering infrastructure works, strengthening local ownership and accountability. They also create entry points for workers' and employers' representatives to provide feedback on labour conditions, wage payments, OSH, and work organization, while enabling small and medium-sized enterprises (SMEs) and emerging contractors to participate through adapted procurement and targeted capacity-building.

Illustrative examples (not exhaustive)

- **Cameroon, Ethiopia, Kenya, Lebanon, Mali, Sierra Leone, Sudan, Tunisia and Uganda:** EIIP supported tripartite and multi-stakeholder engagement.
- **Cameroon, Indonesia, Namibia, Senegal, Tanzania, Timor-Leste and Zambia:** EIIP contributed to integrating labour clauses and EIIP approaches into national procurement code.
- **Guinea:** the development of the National Strategy for the Promotion of EIIP Approaches engaged workers' and employers' representatives throughout the entire process, including as members of the inter-ministerial monitoring committee.
- **Sierra Leone:** the rural road maintenance policy integrating EIIP approaches — under the Opportunity Salone project — benefited from contributions and validation from workers' and employers' union representatives.
- **Tunisia:** EIIP helped establish a bipartite social dialogue framework and action plan between employers' and workers' organizations in the construction sector,^[6] enabling joint engagement with the government to relaunch the construction sector after COVID-19.
- **Zambia:** With the Zambia Federation of Employers (ZFE) and the Zambia Congress of Trade Unions (ZCTU) representing the social partners, EIIP supported the development of accredited curricula to train site supervisors, engineers, and small-scale contractors in labour-based road works, and helped the National Council for Construction (NCC) develop a Contractor Registration Scheme focused on small and medium-scale civil works contractors. The NCC has made EIIP approaches a permanent part of the Zambian construction sector, ensuring local contractors are technically prepared to deliver high-quality infrastructure using a local workforce.

[6] Especially the Fédération Nationale des Entreprises de BTP (FNEBTP), UTICA and Fédération Générale du Bois et du Bâtiment (FGBB), UGT.



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Engagement with workers' organizations

EIIP works with workers' organizations to ensure public investments create decent work, protect workers' rights, and promote social inclusion in line with ILO standards and environmental and social safeguards.

At the design stage, EIIP supports structured consultation with workers' representatives on employment targets, wage-setting, working time, OSH, and grievance mechanisms, with safeguards offering guidance for rural infrastructure and road works.

During implementation, EIIP promotes workers' participation in programme governance and oversight, supporting monitoring of working conditions and wage payments, early identification of risks and timely resolution of labour-related issues.

At project level, EIIP approaches create direct entry points for worker representation. In fragile and conflict-affected contexts, EIIP guidance encourages worker committees and raising awareness on rights at work, OSH, and complaints mechanisms, including those on violence and harassment in the world of work.





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Engagement with workers' organizations Illustrative examples (not exhaustive)

- **Global:** EIIP published its Global Environmental and Social Safeguards Guidelines in 2022, followed by a Social Safeguards Guidance Note for Afghanistan in 2025 to help mainstream this approach across sister agencies^[7].
- **South Asia:** An ACTRAV Symposium for South Asian Trade Unions in September 2023 developed EIIP strategies based on R205 for employment-centred resilience across the Humanitarian-Development-Peace Nexus. It highlighted the role of trade unions in meeting immediate needs, reducing disaster risk and strengthening preparedness and resilience through social dialogue.
- **Iraq:** EIIP and trade unions developed a collaborative model to improve working conditions and support unionization. Activities included electing workers' representatives, holding awareness sessions on labour rights, conducting site visits with agreed indicators and reporting tools, regular meetings with government and partners, and establishing a grievance mechanism. The model shifted perceptions of unions' roles in the construction sector, moving beyond inspection to actively improving working conditions. EIIP also strengthened union capacity to apply the EIIP approach and promote decent work nationally.
- **Lebanon:** Following the escalation of conflict in late 2024, the ILO launched an Emergency Response Plan to rehabilitate shelters for displaced persons. The General Confederation of Lebanese Workers (CGTL) and the National Federation of Workers and Employees Trade Unions in Lebanon (FENASOL) partnered with the ILO to establish crisis cells to identify displaced union members and other workers for priority employment shelter rehabilitation. CGTL also participated in Rapid Assessments to evaluate impact on workers and enterprises, directing infrastructure investments to areas with the greatest immediate livelihood support.
- **Myanmar:** EIIP worked with the Confederation of Trade Unions (CTUM) to ensure worker-centred recovery strategies to jointly identify priority needs for jobs, infrastructure, and vocational training. The project also organized dedicated vocational training for CTUM members to strengthen their technical skills and long-term employability.
- **Philippines:** Trade unions such as the Associated Labor Union (ALU) strengthened skills development for affected beneficiaries and supported post-crisis livelihood recovery in communities in Cebu Province.
- **Central African Republic:** EIIP worked with workers' unions through capacity building and involvement in demonstration works, including rehabilitating the Workers' Office^[8], to provide unions a space for meetings and income generation through renting the space. This support helped place social dialogue at the centre of peacebuilding and reconstruction.
- **Tunisia:** EIIP supports the General Federation of Building and Woodworkers (FGBB) through awareness materials, thematic training days, and the development of a sector-specific journal. EIIP also provides support to FGBB in strengthening partnerships with other construction-sector workers' federations in Africa and Europe, in collaboration with the Building and Wood Workers International (BWI).

[7] International Labour Organization. (2025). Guidance note on social safeguards for employment-intensive approaches: Operationalising the Humanitarian-Development-Peace Nexus in Afghanistan. Geneva: International Labour Office, pp. 7–21.

[8] RCA le bâtiment de Bourse de travail fait peau neuve - Ndjoni Sango





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Engagement with employers' and business membership organizations

EIIP works with employers' organizations to deliver quality infrastructure, strengthen domestic contracting capacity, and expand decent employment. At the strategic level, employers contribute to policy dialogue on public investment and contracting models, cost structures, skills needs, and market constraints.

EIIP promotes local resource-based contracting approaches that create space for MSMEs, local contractors, and emerging firms. EIIP documentation shows how adapted procurement and targeted capacity-building enable MSMEs to participate in road and rural infrastructure programmes, while maintaining quality and cost-effectiveness.

EIIP also supports employers and contractors through training and advisory services on work organization, productivity, OSH compliance, supervision, and quality control, helping firms access public contracts, stabilize labour supply, and reduce conflict and reputational risks through labour standards and social dialogue.

Engagement with employers' and business membership organizations Illustrative examples (not exhaustive)

- **Afghanistan:** The Chamber of Commerce and Investment (ACCI) is a primary EIIP partner, ensuring the private sector serves as the engine for rebuilding critical infrastructure while providing immediate income to vulnerable groups. Through Implementation Agreements, the ILO works with ACCI, its women-led wing and local chapters on coordination, training, project identification, and engagement with the de facto administration.
- **Cameroon:** EIIP worked with GICAM^[9], the main employers' organization, to integrate labour-based approaches into the new Public Procurement code. This strengthened decent employment promotion by facilitating access to local and subregional markets for SMEs/Supply Management Inventories. Key measures included enterprise categorization; reserving contracts for craftsmen, SMEs, and civil society organizations; identifying services for national SME subcontracting, adding SME performance and location to award criteria, and simplifying guarantee requirements.
- **Lebanon:** The Chamber of Commerce, Industry, and Agriculture (CCIA) played a strategic role in the EIIP. The ILO requires all contractors bidding for EIIP projects to undergo training in Local Resource-Based Technology (LRBT). The CCIA hosts training for local SMEs to understand the bidding requirements, including social and environmental safeguards. The CCIA links infrastructure to broader economic activity, helping farmers reach markets and encourages informal contractors to formalize.

[9] Today, named GECAM, le Groupement des Entreprises du Cameroun





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Engagement with employers' and business membership organizations Illustrative examples continued (not exhaustive)

- **Madagascar:** EIIP has trained around 500 SMEs in labour-based and EIIP approaches for the construction sector. These SMEs now play a key role in donor-funded infrastructure construction and maintenance. With ILO technical assistance, they coordinate, manage and schedule works, contribute to road rehabilitation, and ensure compliance with environmental and social standards.
- **São Tomé and Príncipe:** Public works are led by the Ministry of Infrastructure, Natural Resources and Environment (MIRNA), the National Road Institute (INAE), and international partners. The Interest Group for Road Maintenance (GIME),^[10] with about 2,500 members, plays a significant role in road construction and maintenance. Over the past decade, EIIP has supported GIME through capacity building, knowledge-sharing, pilot projects, and close collaboration with SMEs.
- **Timor-Leste:** The Chamber of Commerce and Industry (CCITL) bridges international standards and the local private sector. Working with ILO, CCITL identifies and trains SMEs that lack technical capacity for labour-intensive construction methods. It also advocates for procurement rules favouring local, labour-intensive firms over foreign firms using heavy equipment, thus ensuring local companies can bid effectively.
- **Tunisia:** Together with ACTEMP, EIIP supported the National Federation of Building and Public Works Companies (FNEBTP), under the Tunisian Confederation of Industry, Trade and Handicrafts (UTICA) to develop its communication and development strategies and conducting a national survey of the building sector with the Ministry of Equipment and Public Works. EIIP also continues to support FNEBTP on legal reforms affecting the sector, including procurement and accreditation.
- **Viet Nam:** EIIP worked with the Cooperative Alliance (VCA), a key employers' constituent, during Typhoon Yagi 2024–25 recovery efforts, conducting joint rapid needs assessment and supporting cooperative rehabilitation. EIIP helped to embed its resilience strategies within VCA structures, strengthening disaster preparedness. In 2026, a knowledge-sharing workshop with VCA, the ILO, and the Government of Viet Nam recognized the EIIP approach as an important disaster-risk-reduction instrument.

[10] "Grupo de Interesse para a Manutenção de Estradas"

