

Mapping of stakeholders engaged in Public Works Programmes (PWPs)

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Question

Map out the key stakeholders from a policy, implementation and influencing perspective, including donor organisations, multilaterals, academic think tanks and individuals, external to DFID that are engaged on public works programmes in development and humanitarian context. Include a summary of their approach and position to this work where possible

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1. Overview

Public works programmes (PWPs) have received increasing attention as a social protection intervention due to their perceived benefits of tackling poverty by addressing basic consumption needs whilst improving public goods and community infrastructure.

This helpdesk report maps organisational and individual actors engaged in PWPs in development and humanitarian contexts from a policy, implementation and influencing perspective. The multilateral agencies appear to dominate influence of PWPs usage within the sector with the World Bank Group supplying the majority of programmatic funding through multi-donor funds and the UN agencies adopting these practices in a number of international initiatives to achieve sector objectives within developing countries. Bilateral agencies also utilised PWPs with USAID adopting these practices in its food assistance programme, DFAT through its social protection strategy in the Indo Pacific region and GIZ in programmes focussed on refugee communities in humanitarian contexts.

The report begins with a brief review of the methodology used for literature searching and an overview of PWP funding/implementation models. This is followed by a brief review of political considerations associated with stakeholder engagement before the mapping key stakeholders across multilateral agencies, donors, and academic/research institutes.

2. Methodology

The purpose of this report is to help better understand the landscape of key development stakeholders and thought-leaders working within this field for use in potential future collaboration. Whilst this overview should not be considered exhaustive, it does provide a review of the types of organisation, activities and associated approaches being undertaken in the development field.

Literature was selected through database searches, expert recommendations and snowball sampling. The literature searching was limited to English language research produced since 2010 and included the first five pages of each database for each term searched. The evidence mapping utilised keywords and a Boolean search method to ensure the gathering of relevant literature. Earlier studies were included if they were deemed to make a significant contribution to the literature. Searches were conducted across the following databases: Google, Google Scholar, GSDRC website (for relevant helpdesk reports and topic guides) Web of Science and Scopus, with the latter two utilised to highlight relevant academic literature accounting for stakeholder dynamics. Relevant academic colleagues and practitioners working on PWPs were also contacted to ensure that recent research that might otherwise be overlooked were included.

3. PWP funding, implementation and stakeholder motivations

PWPs are widely used; a World Bank review identified such programmes in operation across 94 countries in 2014 (The World Bank Group, 2015). They are held to offer three benefits (McCord, 2012b):

1. tackling basic consumption needs
2. addressing household and aggregate unemployment
3. Improving public goods and community infrastructure

Visible and rapid job creation from such PWPs can be seen as an active intervention or immediate solutions to solve structural symptoms whilst simultaneously promoting stabilisation to

aid geo-political interests. In addition, they also help meet organisational incentives of channelling resources to national governments (McCord, 2012b).

Scepticism regarding the relationship between growth, employment and poverty reduction or the “trickle-down effect” has strengthened the search for alternative approaches to poverty reduction. National governments and donors increasingly adopt PWP as a single intervention or as complimentary to cash transfers to stimulate economic growth and reduce poverty by strengthening labour markets. (McCord, 2012b).

Organisations that fund and implement PWP globally include multilateral and bilateral aid agencies, government agencies, non-governmental organisations, local communities and private sector contractors. There is variation on the institutional set-up for the operation of PWP’s but a common structure in many countries for financing and delivering programmes is a public-private-donor partnership (Subbarao, Rodríguez-Alas, Del Ninno, & Andrews, 2013).

In South Asia, PWP are mostly run by governments as part of an overall poverty reduction strategy. In Africa, other entities such as bilateral donors, NGOs, social funds, and private contractors are responsible for program execution. In Latin America, implementation is primarily accomplished either by governments alone or in collaboration with donors (Subbarao et al., 2013). The rise of bottom-up participatory approaches has also encouraged increasing involvement of local communities in PWP implementation activities ranging from an advisory role in beneficiary eligibility criteria to local financing solutions (Gehrke & Hartwig, 2015; Subbarao et al., 2013). For donor funded programmes, Project Implementation Units (PIUs) or Management Units (MUs) are often formed to support facilitation and rapid roll out. However, this can introduce institutional challenges with parallel programming potentially undermining national or local coordination (McCord, 2012a).

Factors influencing PWP spending include country income levels, policy preferences, fragility of contexts, reliance on social insurance schemes and legal infrastructure (The World Bank Group, 2015). PWP spending as a proportion of total social safety net spending is highest in the Middle East and North Africa, with significant proportions also in South Asia and Sub-Saharan Africa, and are little used in Europe and Central Asia (see Figure 1 below) (The World Bank Group, 2015). There is a weak relationship between country-income levels and social safety net spending as percentage of GDP (The World Bank Group, 2015). Government/donor finance partnerships are more common in lower-middle income countries, and solely donor financed programmes are more common in low-income countries, due in part to restricted domestic revenue and technical/managerial capacity (Subbarao et al., 2013).

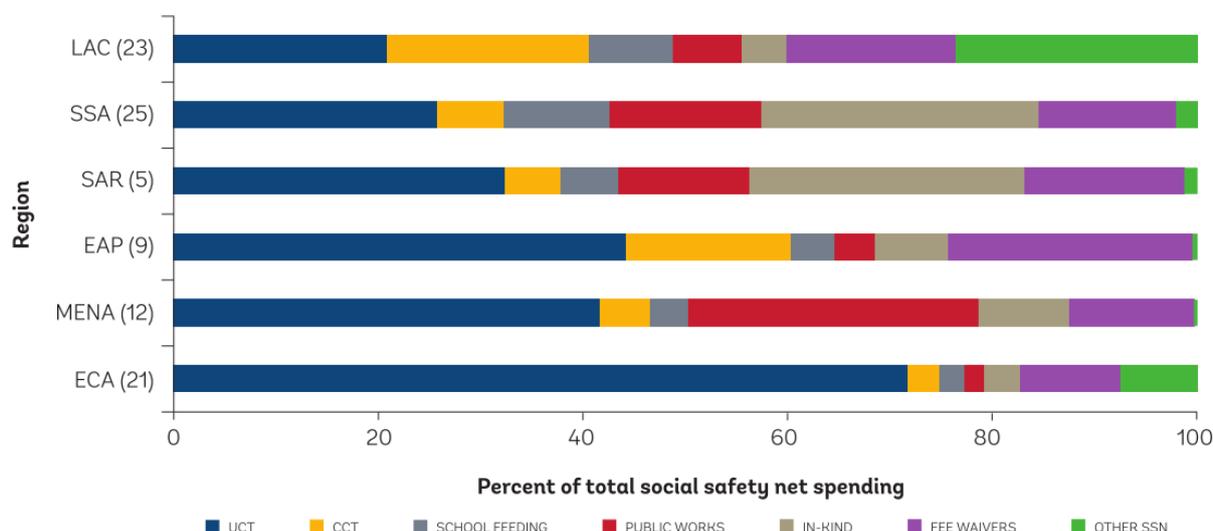


Figure 1: Source (The World Bank Group, 2015)

Literature concerning the motivations, incentives and political economy dynamics of stakeholders involved in PWP activities was generally limited to the micro-level analysis within programme specific contexts (i.e. relationships between national governments, implementing partners and beneficiaries) (Bose & Das, 2018; Chakraborty, 2014; Harris, Mccord, & Kc, 2013; Marcesse, 2018; Naidoo, 2013). There was limited literature focussing on higher-level institutional dynamics, which highlights a potential evidence gap and need for further political economy analysis to better understand funding mechanisms (McCord, 2012b).

Three concerns have been highlighted as shaping the social transfer agenda. These include technocratic concerns (building an evidence base around impacts), political concerns (such as influence among domestic electorates) and ideological concerns (the support for rights-based approach to development) (Devereux & White, 2010). In general, the utility of PWPs is based on three assumptions at the micro-economic, macro-economic and socio-political level¹ (McCord, 2012b):

- **Micro-economic:** PWPs promote household/livelihood productivity without inducing dependency
- **Macro-economic:** PWPs stimulate demand through cash injections into rural economies to protect households in periods of downturn and also contribute indirectly to national growth
- **Socio-political:** PWPs function as political and social stabilisers through political support from both the poor and middle class. It is also assumed that they mitigate social unrest in fragile/conflict effected states.

4. Multilateral agencies

World Bank

The World Bank group committed to an annual spend of \$14.67 billion in 2017 for social protection programmes with \$10.2 billion channelled to IDA countries (The World Bank, 2018). The World Bank's Social Protection and Labor Strategy (2012-2022) highlights this renewed commitment to Universal Social Protection and frames PWPs as an integral instrument to help individuals and societies manage risk and volatility through improved resilience and opportunities (Gentilini et al., 2012).

The World Bank has a significant portfolio of PWPs, with 40 programmes funded since 2010; a list of these is included in the appendices. The majority of World Bank projects receive direct funding through International Development Association (IDA) loans and grants but the World Bank Group also finances PWP projects through multi-partner trust funds (MPFs) including:

- Citizens' Charter Afghanistan Project financed by the Afghanistan Reconstruction Trust Fund
- Public employment for sustainable agriculture and water programme in Tajikistan through the Global Agriculture and Food Security Programme
- Youth, employment and skills project in Liberia through the Africa Catalytic Growth Fund (ACGF)
- Labor-intensive Public Works to Mitigate Ebola Impacts in Sierra Leone through the Ebola Recovery and Reconstruction MPF

¹ However, the evidence base underpinning each assumption differs with McCord noting that overall these perceived assumptions are poorly supported by existing evidence

- Preparation and Supervision of the Pilot Public Works Program in Mozambique and the Productive Safety Net pilot in Zimbabwe by the Rapid Social Response Program

The World Bank Group operates its PWP portfolio through the Social Protection & Labor Global Practice (SPLGP) and is the largest provider of development finance and solutions for social protection, working with high-income, middle-income, and low-income countries that develop country-tailored solutions for specific social protection challenges (Socailprotection.org, 2018).

In addition to financing PWPs the World Bank's research group **Development Impact Evaluation (DIME)** helps gather evidence on effectiveness of such schemes. The DIME is currently carrying out a multi-country set of seven Randomized Controlled Trials (RCTs) of Labor-Intensive Public Works (LIPW) programs across five countries (Comoros, the Democratic Republic of Congo, Côte d'Ivoire, Egypt, and Tunisia). This initiative is part of a broader research programme incorporating a portfolio of 35 impact evaluations in over 25 countries that focuses on five key priority areas: (i) jobs for the poor and at-risk youth; (ii) public sector governance/civil service reforms; (iii) political economy of post-conflict reconstruction; (iv) gender-based violence; and (v) urban crime and violence (Mvukiyehe, 2013).

UN agencies

ILO

The ILO has been the UN's leading agency for policy influence and engagement on social protection. A key programme focussed on PWPs in which ILO is the lead partner is the Employment Intensive Investment Programme (EIIP). Partners include the ILO's tripartite constituents (governments, workers' and employers' organisations) and donor/financing institutions that fund employment programmes in country. The EIIP objectives includes promotion of employment intensive works and public employment programmes in times of crisis. It looks to achieve this by influence at the macro-level through policy guidance to governments; the meso level through institutional capacity building in the public services to improve programme implementation intensive; and the micro level to improve community capacity to execute projects under decent working conditions. Outcomes to date have included guidance and technical support on the design and implementation of the **Kinofelis project** in Greece. Kinofelis is a public work scheme funded by the European Social Fund (ESF) and the Greek national budget that targets 45,000 people experiencing long-term unemployment and offers eight months works on municipal projects (ILO, 2018). Similar projects include the Community-based emergency employment and reconstruction project in the Philippines. This was a jointly funded initiative by ILO and AusAID in response to Typhoon Sendong in 2011 and employed over 2,400 workers (ILO, 2013). ILO have also conducted similar policy guidance and technical support projects for national governments and international agencies in the past (for example its advisory role on labour laws in cash-for-work activities) (Jaspars, Harvey, Hudspeth, & Rumble, 2007).

From an advocacy perspective The World Bank and ILO, through the Social Protection Inter-Agency Cooperation Board, have helped introduce the InterAgency Social Protection Assessment (ISPA) diagnostic tools for a number of themes including PWPs² which have been produced to help countries identify the strengths and weaknesses of social protection systems in line with best practice guidance (Samson & Taylor, 2015). This tool helps the assessment of PWPs from their impact across social protection systems. Similarly, the ILO's International

² The ISPA tool for Public Works can be found here: <http://ispatools.org/public-works/>

Programme on the Elimination of Child Labour (IPEC) first edition of the World Reports on Child Labour highlighted, although with limited evidence, the failure of PWPs to reduce child labour in selected programmes (PSNP and NREGS) (IPEC, 2013).

World Food Programme (WFP)

In 2010, PWPs accounted for a fifth of the WFP's programme portfolio. However, use of PWPs has declined since 2005, with a programmatic preference for unconditional transfers (The World Food Programme, 2012). This is possibly due to a shift in strategic direction highlighted in their renewed Food Assistance for Assets (FFA) approach, which moves away from Food/Cash for Work programming (FFW/CFW) towards food assistance. The FFA initiative helps food insecure populations meet immediate food needs and improve food access and production through community-led natural resource rehabilitation projects. This includes projects that enhance natural resources and build assets such as water ponds, irrigation systems, hillside terraces, tree-plantings, community gardens and roads whilst delivering cash, voucher or food transfers. Their focus is on building or recovering assets that directly impact positively on the food security of the beneficiary. WFP explicitly state that their food assistance is not an employment programme and that the WFP does not collaborate in employment-based Public Works schemes "which offer time-bound employment to vulnerable households and who may or may not benefit from the assets created through the work." (Volli et al., 2016, p. 18). WFP therefore consider their programmes distinct from traditional PWPs because they target the most vulnerable and food insecure groups. Instances when WFP will consider FFA in traditional PWP schemes include programmes that are redesigned to achieve food security and development objectives for food insecure populations through seasonal/temporary work, or programmes that qualify as community-based asset creation schemes (Volli et al., 2016).

Food and Agriculture Organisation (FAO)

The FAO delivers a range of PWPs including cash-for work (CFW), voucher-for-work (VFW) and food-for-work (FFW) depending on context specific factors. Their PWPs are implemented to deliver two main objectives: (1) to provide income opportunities and increase consumption of goods for food-insecure or crisis affected households and (2) to build or repair assets and infrastructure for sustaining community livelihoods. The FAO oversees programme implementation and transparent accounting for programmatic funds, while operational project management is generally outsourced to local or national service providers such as NGOs or private companies. Technical divisions at FAO headquarters provide support through technical assistance, consultancy and advice on programmatic design and delivery. (FAO, 2013). The FAO deem their comparative advantage over other agencies working on PWPs as their capacity to deliver technical expertise across a range of agro-ecological settings and design assessments to determine whether socio-economic preconditions are present to accommodate PWPs.

UNICEF

UNICEF's Social Protection Strategic Framework sees social protection as a crucial policy tool for realising equity and social justice in development activities. The framework defines social protection as public and private policies and programmes that prevent, reduce and eliminate economic and social vulnerabilities to poverty and deprivation, and strengthen resilience of children, households and communities. UNICEF recognises that through the implementation of Child Sensitive Social Protection (CSSP), PWPs can deliver social service employment to help directly support children. For example, the South Africa's Isibindi programme trains unemployed community members as care workers who support orphaned and vulnerable children. UNICEF's use of "cash plus" models, which provide regular transfers in combination with additional components that seek to augment income effects (such as supply of beneficial knowledge

through behavioural change communication (BCC) methods or access to support/sectoral services), has been introduced in some PWP programming such as the Productive Social Safety Net (PSSN) in Tanzania. However, UNICEF's cash transfer position highlights that its approach does not actively promote conditionality and its application in programming is purely context specific and led by national priorities. (UNICEF, 2016)

UNICEF's office of research has been established to improve international understanding of issues relating to children's rights with the aim to set out a comprehensive framework for research and knowledge within the organization, in support of its global programmes and policies. This has included a number of commissioned studies and impact evaluations covering PWP schemes in UNICEF's programmes which assess the value of social transfers in relation to child protection to build a better evidence base (Barrientos, Byrne, Villa, & Peña, 2013; Roelen et al., 2017).

UNDP

UNDP have an established history of working in PWPs with a cash for work programme introduced to in Aceh, Indonesia in response to the 2004 tsunami (Jaspars et al., 2007). More recently, cash for works programmes have extended to humanitarian responses in the context of natural disasters including [Haiti's 2010 earthquake](#) the [removal and reconstruction project in the Philippines](#) following typhoon Haiyan in 2015 and the Emergency Community Work and Debris Management initiative in Ecuador following the 2016 Earthquake. In 2015 the UNDP established the [Funding Facility for Stabilization \(FFS\)](#) to support the Government of Iraq with its stabilisation efforts and the return of displaced citizens. It is funded by 29 donors with a financial commitment of \$800m. The FFS operates in 31 locations and has implemented over 2,100 projects reconstruction and recovery projects and includes small business grants and jobs for residents such as clearing rubble. Alongside the Government of Japan, the UNDP Egypt also supported the Social Fund for Development (SFD) in delivering an [employment creation programme](#). This south-south cooperation initiative involved a comparative studies of Public Works models in India, Malaysia and Brazil from which SFD implemented its own PWP in 2012, tailored to Egypt's needs and priorities.

5. Bilateral agencies

GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit)

GIZ supports the development of social protection systems to help facilitate social justice through risk management, sustainable financial structures, pension provision, and social transfers (GIZ, 2011). In addition to its advisory service to national governments, GIZ also promotes cross-country dialogues through projects such as the [Global Alliance for Social Protection](#), to promote regional exchange of experiences and expertise across global development partners (Brazil, China, India, Indonesia, Mexico and South Africa). This included the [2014 South-South learning forum on social protection and labour](#) hosted in Rio de Janeiro (Salehi, 2015) which included technical knowledge exchange from country case studies including payment and transaction systems of Bangladesh's flagship public works programme.

GIZ has helped deliver a number PWP projects as an implementing agency. These include the Social Protection Programme for People in Extreme Poverty (SPS) in Malawi which is a €6.5m funded programme running from 2015 – 2018 aimed at strengthening the country's national social support system. This includes the establishment of best practice guidelines for a range of social protection interventions including PWPs and the implementation of a Unified Beneficiary

Registry (UBR) and Management Information System to improve reach and targeting of programmes. In addition, a number of pilot projects were carried out to improve knowledge on interventions and dynamics. To date, this has result in more harmonised and inclusive PWP interventions improving integration of people with disabilities and linkages to other social development outputs such as the School Meals Programmes (Henninger, 2017).

As part of the response to the Syrian refugee crisis GIZ has adopted a number **cash-for-work projects in the Middle East** as a response to support Syria’s neighbouring countries including activities in northern Iraq, Jordan, Turkey, and Lebanon. This has supplemented GIZ’s previous activities on cash-for-work projects in refugee and conflict settings such as the **Dadaab refugee camp project** in Kenya.

Australian Government Department of Foreign Affairs and Trade (DFAT)

DFAT acknowledges the importance of social protection as a key response to reduce poverty and support inclusive economic growth. It is a relatively new area of focus for the department but with current donors focus on Africa and the Middle East DFAT see a comparative advantage and increasing importance in promoting and supporting the expansion of quality social protection systems among bilateral partners in the Indo-Pacific region (Commonwealth of Australia Department of Foreign Affairs and Trade, 2015). Figure ... below shows Australian Aid program expenditure on social protection from 2010 – 2014. DFAT’s PWP programme portfolio has included the **Chars Livelihood Programme** phase II in Bangladesh and is co-financed by DFID and DFAT and implemented by partners BRAC between 2010 - 2016. This incorporated aspects of PWP and cash for work schemes in a number of Infrastructure Employment Projects (IEP).

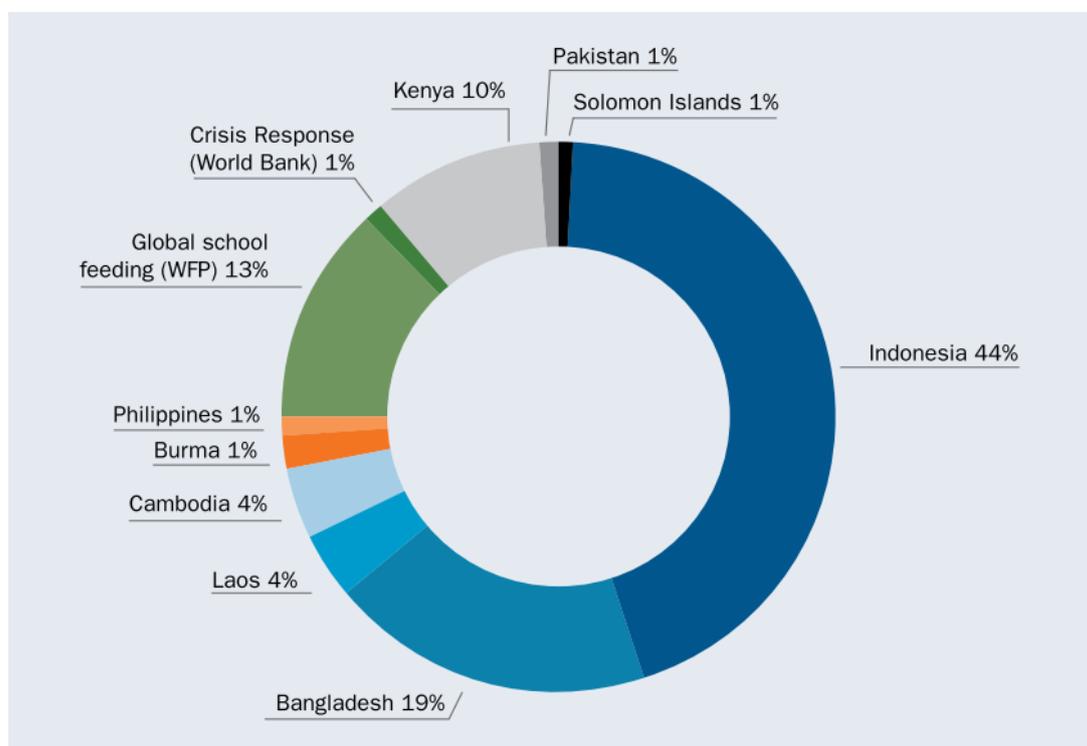


Figure 2: Australian Aid program expenditure on social protection from 2010 – 2014 (Commonwealth of Australia Department of Foreign Affairs and Trade, 2015)

The Australian Government (and by association DFAT) supports the increased use of cash transfers in its programme portfolio to provide relief or early recovery where appropriate. DFAT’s 2017 guidance note on use of cash transfers advises the use of a cash for work modality in the contexts where (Commonwealth of Australia Department of Foreign Affairs and Trade, 2017):

- public or community works are required
- equipment, technical assistance and supervision can be provided
- population has capacity to undertake work
- capacity to maintain assets is created

Through this humanitarian strategy and policy position DFAT aims to utilise cash transfers to scale-up programmes, support innovations to improve cost-effectiveness, protect markets and livelihoods and investigate its use in extending existing social protection systems. In addition, having recently signed up to the World Humanitarian Summit Grand Bargain, DFAT is also committed to building an evidence base to assess implications of cash transfer programming on development outcomes and collaborate with international partners to develop standards and guidelines for cash programming (Commonwealth of Australia Department of Foreign Affairs and Trade, 2017).

USAID

In addition to its role as a major donor for Ethiopia’s Productive Safety Net Programme (PSNP), USAID is the world’s largest donor of international food assistance (Hartl, 2016). For over 60 years the United States have been supplying this aid in the form of in-kind transfers whereby food commodities are purchased domestically and shipped to recipient countries. However, since 2010 the US government has increasingly adopted cash transfers to deliver food assistance (see figure 2 below) under Title II of the Food for Peace Act which allows for the provision of conditional transfers. This includes food-for-assets schemes in which food assistance is delivered in exchange for participation in community asset building projects (GAO, 2016). In 2014, the Office of Food for Peace within USAID awarded \$1.3bn to development partners for emergency development food aid with conditional food aid projects accounting for 87% of funding between 2013 and 2014 (GAO, 2015). As figure 4 below shows, the majority of these incorporated a food-for-assets approach such as the pilot project within the Ethiopia’s PSNP in 2017 which supported 34,000 vulnerable people in one of the country’s most food-insecure regions. Due to its successful outcomes USAID has expanded this programme in 2018 (Hartl, 2016).

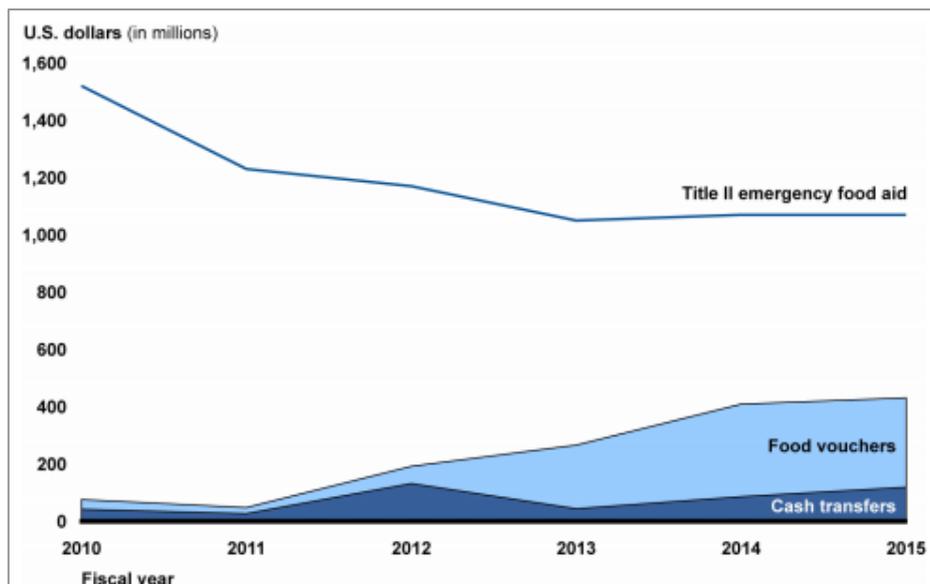


Figure 3: USAID funding for Title II Emergency Food Aid, Fiscal Years 2010-2015 (GAO, 2016)

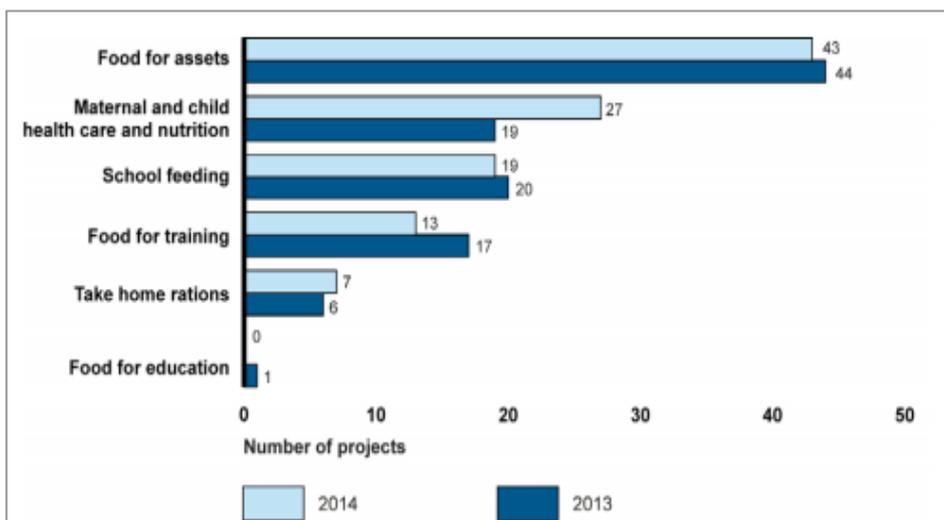


Figure 4: Types of Conditional Food Aid in USAID Title II Programs, Fiscal Years 2013 and 2014 (GAO, 2015)

European Union

The European Union's **SOCIEUX+** programme (EU Expertise on Social Protection, Labour and Employment) is a demand-driven technical assistance facility that supports partner countries and institutions to better design and manage inclusive, effective, and sustainable employment policies and social protection systems. This includes all social protection, labour and employment interventions with PWPs featuring under the social assistance dimension of the programme.

The **EU Social Protection Systems Programme (EU-SPS)** is a four year programme supporting ten developing partner country governments (Cambodia, Ethiopia, Indonesia, Kyrgyz Republic, Mozambique, Namibia, Tanzania, Togo, Vietnam and Zambia) and national expert institutions in their efforts to develop inclusive and sustainable social protection systems. The programme is financed by the EC's Directorate-General for International cooperation and Development (DG DEVCO), the OECD and the Government of Finland with the OECD and the Government of Finland's National Institute for Health and Welfare (THL) as implementing agencies. The programme also looks to build a knowledge exchange for social protection systems in developing countries across the themes of inclusive growth, financing, informality and universal health coverage. The financing theme specifically focusses on PWPs with a recent report on the long-term financing of social protection in East Africa recognising the importance of PWPs as a response to the challenge of providing work and the need to scale-up without doing harm to the broader labour market (OECD, 2017). In collaboration with ILO, the programme will also assess potential improvements to PWP financing arrangements to better align financing with project objectives.

In the humanitarian sphere the **European Commission's Civil Protection and Humanitarian Aid Operations department (ECHO)** manages the use of cash-based assistance including conditional grants incorporating PWPs or community work/training. ECHO's policy position is outlined in the **10 common operational principles** and its guidance note on delivery of cash transfers which advises on the operational principles for partners operating multi-purpose cash based assistance in humanitarian and development contexts. While their funding activities are most associated with unconditional cash transfers they have funded PWPs type schemes such as the Cash-for-Shelter program in Afghanistan. In this project ECHO, along with co-partners the Danish Refugee Council (DRC), Norwegian Refugee Council (NRC), People in Need (PIN) and Concern Worldwide (CWW), supplied cash to 2070 households across 2014 and 2015 for construction of family shelters in response to displacements by conflicts or natural disasters. This led to the formulation of clear standards and guidelines for cash-for-shelter projects which have

been universally accepted by the shelter cluster in Afghanistan. (ECHO, 2016). In addition, ECHO works on capacity building within the sector through initiatives such as the [Cash Learning Partnership \(CaLP\)](#) delivering training, research and advocacy materials/tools to monitor cash-based interventions.

From a domestic policy perspective for member states, the [Europe 2020 strategy](#) is the EU's agenda for growth and jobs for 2010-2020 which includes targets for three quarters of people aged 20–64 to be in work and at least 20 million fewer people in poverty/social exclusion. The EC's Public Employment Services (PES) are the authorities that connect jobseekers with employers helping match supply and demand on the labour market through information, placement and active support services at local, national and European level. The Mobility Lab conducted a recent evaluation to better understand the impact of PWPs and how the PES could leverage such initiatives to improve their organisational objectives (European Job Mobility Laboratory, 2013).

6. Universities, think tanks and research institutes

Overseas Development Institute (ODI)

ODI's Social Protection and Social Policy (SPSP) team has undertaken some work on PWPs with Anna McCord and Rebecca Holmes key researchers within this field. ODI's project work includes scoping studies of PWPs coverage across countries and regions including Uganda, South Asia and Sub-Saharan Africa. In addition, ODI have been commissioned for a number of evaluations at both a programme level (the Cash for Assets programme in Lesotho and Ethiopia's PSNP) and across national social protection systems such as in [Malawi](#) and their National Social Support Policy (NSSP) which incorporates PWPs modalities. In addition to research and technical support they also deliver capacity building initiatives such the Public Works training course in Congo Brazzaville and knowledge exchange events such the High Level Panel on Public Works Programmes that was organised in February 2016. (ODI, 2018)

Institute of Development Studies (IDS)

IDS' Centre for Social Protection produces research on conceptual approaches, programme design and impact of social protection interventions. Projects include engagement with the EC's Technical Quality Board to support the Advisory Service in Social Transfers (ASiST), research for NGO's such as Save the Children and their engagement in Nepal's Karnali Employment Programme (KEP) and commissioned scoping studies for multilateral agencies. The centre's Director Keetie Roelen has worked on research concerning public works programmes related to care work (mostly by women) and care for children. This has included a conceptual article that discusses the tension between improving income through paid work and assuring child care and a report on child wellbeing and care in relation to Rwanda's Vision 2020 Umurenge Programme (VUP) (Murphy-McGreevey, Roelen, & Nyamulinda, 2017).

International Policy Centre for Inclusive Growth (IPC-IG)

The [IPG-IC](#) is a partnership between the Government of Brazil and the United Nations Development Programme (UNDP). It was established in 2004 as a global forum for South-South dialogue on innovative development policies with the aim to promote research, policy recommendations and exchange of best practice to facilitate knowledge sharing and capacity building. Their areas of work incorporate social protection as a topic of focus with specific emphasis on design and impact evaluations and analysis of food security and support for smallholder farmers. Recent activities have included a seminar series on "Public works in the

care sector” and delivery of a social protection systems monitoring and evaluation course in Mozambique for the National Institute for Social Action as part of the EU-SPS programme, with the financial support from the European Union, the OECD Development Centre and the Government of Finland. (International Policy Centre for Inclusive Growth, 2017).

Economic Policy Research Institute (EPRI)

The EPRI was founded in 1994 and is a non-profit independent research institute based in Cape Town, South Africa. EPRI works to promote pro-poor, equitable and inclusive economic growth and social protection for vulnerable people as a developmental response to poverty. Its activities include research, capacity building and policy advisory work and as such they work with development partners, multilateral organisations and national governments on policy and project implementation. Significant outputs include a policy guide commissioned by DFID titled *Designing and Implementing Social Transfers* which has been distributed globally to over 3,500 social protection practitioners and includes specific guidance for PWPs (Samson, Niekerk, & Mac, 2011). EPRI were also commissioned by the Government of South Africa’s evaluation steering committee to produce an implementation evaluation of the government’s second phase of the Expanded Public Works Programme (EPWP) (EPRI, 2015).

United Nations Research Institute for Social Development (UNRISD)

Established in 1963 the UNRISD is an autonomous research institute within the UN system that undertakes interdisciplinary research and policy analysis on the social dimensions of contemporary development issues. UNRISD’s approach and remit span across social policy to incorporate social indicators of development, gender, participation, civil society and social movements, identity and conflict, corporate accountability, social policy and the social impacts of globalization. Their project title “New Directions in Social Policy” which analysed emerging policies in the global south included research notes on civil society engagement in Public Employment schemes in India (the Mahatma Gandhi National Rural Employment Guarantee Act – MGNREGA) and South Africa (the Community Work Programme – CWP) (Ehmke & Fakier, 2016). Key findings include the impacts of institutional environment on CSO involvement and the need for proactive engagement by governments to improve the chances of programme success.

Friedrich Ebert Foundation (FES)

An autonomous partisan foundation that orientates its work on the basic values of social democracy: freedom, justice and solidarity. They are an international think tank within the social democratic community and the trade union movement in Germany and operate throughout the world with over 100 international offices. The FES-Zambia office is the secretariat for the **Southern African Social Protection Experts Network (SASPEN)** which is a not-for-profit alliance of stakeholders, scholars and consultants who engage with social protection and PWPs in the Southern African Development Community (SADC) region. This has included the organisation of country workshops to promote knowledge exchange between key stakeholders in government, civil society organisations and research institutes around social protection frameworks and instruments. For example, the **Madagascar country workshop** in 2015 included discussion of cash-for-work usage across the SDAC region.

Centre for Social Development in Africa (CSDA) (University of Johannesburg)

The **CSDA** was established in 2004 and is dedicated to basic, applied and strategic research in social development and developmental welfare. Their outputs have included a guidance document published by the Academy of Science of South Africa (ASSA) for policymakers

involved in Social Protection activities in Africa with a primary focus on non-contributory social protection including cash and in-kind assistance and public works programmes. The booklet covers key issues and case studies from Africa to highlight diversity of programmes across the region including Rwanda's Vision 2020 Umurenge Programme (VUP) and Ethiopia's Productive Safety Net Programme (PSNP) and national programmes in Ghana and Sierra Leone (Academy of Science of South Africa, 2016).

7. Civil society organisations

NGO engagement in PWP is typically in the form of support for implementation and operational delivery, most commonly in the context of humanitarian emergency or crisis. NGOs are thought to have the ability to implement and operate in contexts where national government capacity is limited (McCord, 2012b).

Large international NGO's operate a number of cash-for-work schemes around the world. These include **Oxfam's cash-for-work initiatives** with projects in Nepal, Gaza and Niger in areas effected by significant damage through natural disasters, usage by Christian Aid in its 2011 cash-for-work programme in their North African Crisis Response to support Egyptian migrant workers following the Libyan conflict and **Mercy-Corps' emergency cash distribution schemes** in Niger, Ethiopia and Mali that help rebuild resources after natural disasters.

In addition, while the majority of Help Age International work is focused on pensions as social protection instruments their advocacy activities has helped raise awareness about the issues faced by older people affected by the Nepalese earthquake which prompt the World Food Programme to include older people and other vulnerable groups in their Cash for Work for Early Recovery guidelines. This has provided older people with a chance to participate through lighter work options.

Save the Children has also influenced PWP's policy through its research and advocacy work. It's Child Sensitive Social Protection programme (CSSP) has produced a number of evaluations at programmatic level and across national social protection systems in South Asia to ensure they lead to meaningful investment in children. This has included a co-authored paper with the Center for Social Protection (IDS) on Nepal's Social Protection programmes which incorporates the Karnali Employment Programme (KEP) (Roelen et al., 2016), and a review of the MGNREGA programme in India (Save the Children, 2016)

SOLIDAR is a European network of Civil Society Organisations (CSOs) working to advance social justice in Europe and worldwide with over 60 member organisations based in 27 countries. Since 2007 SOLIDAR has helped promote the ILO's decent work concept in their *Decent Work for a Decent Life* global campaign (Solidar, 2016). This includes a global network of members coordinated by SOLIDAR and the International Federation of Workers' Education Associations to help demand human, social and economic rights, including the right of everyone to a basic level of social protection, Outputs from this global initiative can be found in *Realising Decent Work and Social Protection for All: How civil society organisations are creating change* (Coleman, 2011).

8. References

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About this report

This report is based on five days of desk-based research. The K4D research helpdesk provides rapid syntheses of a selection of recent relevant literature and international expert thinking in response to specific questions relating to international development. For any enquiries, contact helpdesk@k4d.info.

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9. Appendix: World Bank-funded public works programmes since 2010³

| Programme | Start date | End date | Geographic location | Total Project Cost (US\$ million) | Funding agency | Commitment (US \$) | Implementing partners |
|---|------------|------------|---------------------|-----------------------------------|--|--------------------|-----------------------|
| Ethiopia Rural Productive Safety Net Project | 14/09/2017 | 31/12/2020 | Ethiopia | 1856 | IDA | 600,000,000 | |
| | | | | | US: Agency for International Development (USAID) | 178,500,000 | |
| | | | | | Canada: Can. Bureau of Assist. for Central and East Europe | 67,100,000 | |
| | | | | | Denmark: Danish Intl. Dev. Assistance (Danida) | 10,600,000 | |
| | | | | | European Commission | 11,300,000 | |

³ Note that this includes any programme that make explicit mention of the delivery of PWPs or Labour Intensive Public Works (LIPW) in the programme objectives. It therefore doesn't include capacity building programmes that are designed to strengthen the capacity of government departments delivering PWPs.

| Programme | Start date | End date | Geographic location | Total Project Cost (US\$ million) | Funding agency | Commitment (US \$) | Implementing partners |
|--|------------|------------|---------------------|-----------------------------------|---|--------------------|-----------------------|
| | | | | | Ireland | 33,900,000 | |
| | | | | | Netherlands | 26,400,000 | |
| | | | | | UN Children's Fund | 700,000 | |
| | | | | | World Food Program | 10,000,000 | |
| | | | | | UK DFID | 206,600,000 | |
| Nigeria Youth Employment & Social Support Operation | 26/03/2016 | 30/06/2020 | Nigeria | 400 | International Development Association (IDA) | 300,000,000 | |
| | | | | | FEDERAL MINISTRY OF FINANCE (Borrower) | 100,000,000 | |
| Tanzania Productive Social Safety Net (PSSN) | 29/03/2012 | 31/12/2019 | Tanzania | 240.90 | Spain, Govt. Of | 900,000 | |
| | | | | | International Development Association (IDA) | 220,000,000 | |

| Programme | Start date | End date | Geographic location | Total Project Cost (US\$ million) | Funding agency | Commitment (US \$) | Implementing partners |
|---|------------|------------|---------------------|-----------------------------------|---|--------------------|-----------------------|
| | | | | | UK: Department for International Development (DFID) | 16,000,000 | |
| | | | | | Borrower | 4,000,000 | |
| Third Northern Uganda Social Action Fund (NUSAF 3) | 27/05/2015 | 31/12/2020 | Uganda | 130 | International Development Association (IDA) | 130,000,000 | |
| Citizens' Charter Afghanistan Project - Emergency Regional Displacement Response | 13/06/2017 | N/A | Afghanistan | 172 | International Development Association (IDA) | 127,700,000 | |
| | | | | | Afghanistan Reconstruction Trust Fund | 44,300,000 | |
| Rwanda Priority Skills for Growth (PSG) | 05/06/2017 | 30/09/2020 | Rwanda | 120 | International Development Association (IDA) | 120,000,000 | |
| Social Protection System DPO (SPS) | 01/12/2015 | 30/09/2016 | Rwanda | 95 | International Development | 95,000,000 | |

| Programme | Start date | End date | Geographic location | Total Project Cost (US\$ million) | Funding agency | Commitment (US \$) | Implementing partners |
|---|------------|------------|-------------------------|-----------------------------------|---|--------------------|-----------------------|
| | | | | | Association (IDA) | | |
| Emergency Employment Investment Project (EEIP) | 06/06/2014 | 02/01/2018 | Egypt, Arab Republic of | 93.32 | Mna Vpu Free-Standing Trust Funds (Kuwait Fund for Arab Economic Development) | 93,314,000 | |
| Egypt Emergency Labor Intensive Investment Project (ELIIP) | 28/06/2012 | 30/06/2017 | Egypt, Arab Republic of | 200 | International Bank for Reconstruction and Development | 200,000,000 | |
| Ghana Social Opportunities Project | 20/05/2010 | 31/05/2018 | Ghana | 89.10 | International Development Association (IDA) | 88,600,000 | |
| | | | | | GOVERNMENT OF GHANA (Borrower) | 500,000 | |
| The AO-Local Development Project | 18/03/2010 | 28/02/2020 | Angola | 121.70 | Spain, Govt. Of | 5,000,000 | |
| | | | | | International Development Association (IDA) | 81,700,000 | |

| Programme | Start date | End date | Geographic location | Total Project Cost (US\$ million) | Funding agency | Commitment (US \$) | Implementing partners |
|---|------------|------------|-------------------------------|-----------------------------------|---|--------------------|---|
| | | | | | GOVERNMENT OF ANGOLA (Borrower) | 35,000,000 | |
| DRC Eastern Recovery Project | 27/02/2014 | 30/06/2020 | Congo, Democratic Republic of | 79.10 | International Development Association (IDA) | 79,100,000 | |
| Strengthening Safety Nets Systems - MASAF IV | 18/12/2013 | 31/12/2019 | Malawi | 32.80 | International Development Association (IDA) | 32,800,000 | MALAWI THIRD SOCIAL ACTION FUND |
| Labor Intensive Public Works Project | 01/05/2012 | 17/01/2017 | Yemen, Republic of | 65 | IDA grant | 61,000,000 | Ministry of Planning and International Cooperation |
| | | | | | Government of Yemen (Borrower) | 4,000,000 | |
| Kenya Youth Empowerment Project | 04/05/2010 | 28/02/2016 | Kenya | 145.00 | International Development Association (IDA) | 60,000,000 | Office of the Deputy Prime Minister and Ministry of Finance - |
| | | | | | Office of the Deputy Prime Minister and Ministry of Finance - GOVERNMENT OF | 85,000,000 | |

| Programme | Start date | End date | Geographic location | Total Project Cost (US\$ million) | Funding agency | Commitment (US \$) | Implementing partners |
|---|------------|------------|---------------------|-----------------------------------|---|--------------------|--|
| | | | | | KENYA (Borrower) | | |
| Social Safety Nets for Crisis Response | 01/05/2018 | N/A | Cameroon | 60 | IDA grant | 30,000,000 | MINEPAT (Ministry of Economy, Planning and Regional Development) |
| | | | | | International Development Association (IDA) | 30,000,000 | |
| Cameroon Social Safety Nets | 21/03/2013 | 30/12/2022 | Cameroon | 50 | International Development Association (IDA) | 50,000,000 | MINEPAT (CTS), MINFI, MINFOPRA, MINJUS, ARMP, NIS |
| MZ-Social Protection project | 28/03/2013 | 31/12/2020 | Mozambique | 50 | International Development Association (IDA) | 50,000,000 | NATIONAL INSTITUTE FOR SOCIAL ACTION (INAS) |
| BF-Youth Employment & Skills Development | 23/05/2013 | 15/12/2018 | Burkina Faso | 50 | International Development Association (IDA) | 50,000,000 | MINISTRY OF LABOR |
| Local Development for Jobs Project | 22/08/2017 | 31/07/2022 | Burundi | 50 | IDA grant | 50,000,000 | Ministry of Finance and Economic Development Planning |

| Programme | Start date | End date | Geographic location | Total Project Cost (US\$ million) | Funding agency | Commitment (US \$) | Implementing partners |
|---|------------|------------|-------------------------------|-----------------------------------|---|--------------------|--|
| Decentralized Community Driven Services Project | 03/05/2012 | 31/12/2017 | Benin | 46 | International Development Association (IDA) | 46,000,000 | |
| Social Safety Net Project | 16/09/2015 | 30/09/2020 | Madagascar | 40 | International Development Association (IDA) | 40,000,000 | Ministry of Population, Social Protection and Gender |
| Democratic Republic of Congo Emergency Social Action Project | 26/08/2004 | 30/06/2013 | Congo, Democratic Republic of | 63 | GOVERNMENT (Borrower) | 3,000,000 | SOCIAL FUND AGENCY |
| | | | | | IDA grant for Post-Conflict | 60,000,000 | |
| Productive Social Safety Net Project | 19/06/2012 | 30/09/2019 | Guinea | 25 | IDA grant | 25,000,000 | Government of Guinea |
| Safety Net and Skills Development | 21/06/2013 | 31/12/2018 | South Sudan | 21 | International Development Association (IDA) | 21,000,000 | MINISTRY OF AGRICULTURE, FORESTRY, COOPERATIVES AND RURAL DE |
| Youth Employment | 30/06/2010 | 30/06/2015 | Sierra Leone | 20 | IDA grant | 9,000,000 | MNISTRY OF |

| Programme | Start date | End date | Geographic location | Total Project Cost (US\$ million) | Funding agency | Commitment (US \$) | Implementing partners |
|---|------------|------------|---------------------|-----------------------------------|--|--------------------|---|
| Support | | | | | International Development Association (IDA) | 11,000,000 | FINANCE AND ECONOMIC DEVELOPMENT |
| Stepping Up Skills Project | 30/09/2014 | 30/12/2020 | Guinea | 20 | IDA grant | 20,000,000 | |
| Tajikistan second public employment for sustainable agriculture and water resources management project | 29/11/2012 | 28/02/2020 | Tajikistan | 45 | IDA grant | 18,000,000 | PMU FERGANA VALLEY WATER RESOURCES MANAGEMENT |
| | | | | | Global Agriculture and Food Security Program | 27,900,000 | |
| Public Works and Urban Management Project | 09/06/2009 | 30/06/2015 | Burundi | 46.40 | IDA grant | 45,000,000 | MINISTRY OF PUBLIC WORKS AND EQUIPMENT |
| | | | | | GOVERNMENT OF BURUNDI (Borrower) | 1,400,000 | |
| TOGO Community Development and Safety Nets Project | 22/03/2012 | 31/07/2017 | Togo | 14 | IDA grant | 14,000,000 | MINISTRY OF GRASSROOTS DEVELOPMENT |
| Liberia Youth Opportunities Project | 06/11/2015 | 31/12/2020 | Liberia | 10 | International Development | 10,000,000 | Ministry of Finance |

| Programme | Start date | End date | Geographic location | Total Project Cost (US\$ million) | Funding agency | Commitment (US \$) | Implementing partners |
|--|------------|------------|---------------------|-----------------------------------|---|--------------------|---|
| | | | | | Association (IDA) | | |
| Safety Nets Project (Jigisemejiri) | 01/09/2016 | 30/06/2018 | Mali | 10 | Free-Standing Tfs Afr Human Development | 10,000,000 | MINISTRY OF ECONOMY AND FINANCE |
| Southern Sudan Emergency Food Crisis Response Project AF IV | 12/04/2016 | NA | South Sudan | 9 | IDA grant | 9,000,000 | MIN., OF AGR., FOR., TOURISM, ANIM. RES., COOPS. \$ RURAL DEV |
| LR: Youth, Employment, Skills Project | 24/06/2010 | 30/06/2016 | Liberia | 16 | IDA grant | 6,000,000 | LACE AND MANAGEMENT AGENT |
| | | | | | Africa Catalytic Growth Fund (ACGF) | 10,000,000 | |
| Rwanda Third Community Living Standards Grant | 20/03/2011 | 30/06/2012 | Rwanda | 6.00 | IDA grant | 6,000,000 | MINISTRY OF LOCAL GOVERNMENT |
| Labor-intensive Public Works to Mitigate Ebola Impacts | 02/09/2015 | 31/12/2016 | Sierra Leone | 2.95 | Ebola Recovery and Reconstruction MPF | 2,950,000 | NATIONAL COMMISSION FOR SOCIAL ACTION |

| Programme | Start date | End date | Geographic location | Total Project Cost (US\$ million) | Funding agency | Commitment (US \$) | Implementing partners |
|--|------------|------------|---------------------|-----------------------------------|--|--------------------|---------------------------------------|
| Preparation and Supervision of the Pilot Public Works Program | 14/10/2011 | 31/12/2012 | Mozambique | 1.80 | Rapid Social Response Program | 1,800,000 | MINISTRY OF WOMEN AND SOCIAL ACTION |
| Productive Safety Net - Pilot Public Works Program | 28/09/2011 | 31/12/2012 | Zimbabwe | 0.60 | Rapid Social Response Program | 600,000 | MINISTRY OF LABOR AND SOCIAL SERVICES |
| Public Procurement Strengthening in Public Works | 15/11/2010 | N/A | Brazil | 0.40 | Spanish Fund for Latin America & Caribbean (SFLAC) | 400,000 | MINISTRY OF PLANNING |