

Decent work in Asia
Reporting on results 2001-2004

Decent work in Asia Reporting on results 2001-2004

Fourteenth Asian Regional Meeting
Busan, Republic of Korea, October 2005

Report of the Director-General

Volume I

International Labour Office

This Report may also be consulted on the ILO Internet site
www.ilo.org/public/english/region/asro/bangkok/14tharm/index_arm.htm

ISBN 92-2-117523-5

First published 2005

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Photocomposed by the International Labour Office, Geneva, Switzerland
Printed in Switzerland

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Introduction

Reporting on results

The Asia-Pacific region was responsible for introducing the modality of national plans of action to promote decent work at the country level. In the conclusions of the Thirteenth Asian Regional Meeting in 2001 each member State of the Asia-Pacific region was urged “to establish, through tripartite discussion and consensus, a national plan of action for decent work, which should define, within the overall framework of the ILO Decent Work Agenda, national priorities, a timetable for implementation and a set of indicators for the purposes of regular tripartite monitoring and evaluation”. The delegates requested the Office “to provide such assistance to the tripartite constituents in the design of these national plans of action as they may consider necessary”.¹ Concern was also expressed in the conclusions “at the lack of information on, and evaluation of, the follow-up to the conclusions of previous Regional Meetings” and the Office was called upon to provide an assessment of the results and impact of the implementation at the next Asian Regional Meeting.

This report, *Decent work in Asia: Reporting on results 2001-2004*, which responds to those conclusions, is presented to the Fourteenth Asian Regional Meeting. It assesses the progress made in the national plans of action for decent work and highlights the results achieved, including the lessons learned and good practices. An accompanying report to the Fourteenth Asian Regional Meeting, *Making decent work an Asian goal*, identifies what is needed to build upon the progress achieved so far at local and national levels and to move progressively towards coordinated subregional and regional initiatives on decent work in an increasingly globalizing world. It is hoped that the two reports, taken together, will demonstrate the ILO’s relevance to the key concerns and challenges of the region, provide a basis for focused discussions and lead to conclusions that will give the ILO a clear mandate in the region in the years ahead.

Reporting on results is part of results-based management, which the ILO has adopted since 2000 to translate its main objective, the promotion of decent work, into a coherent four-year policy framework and biennial programme and budget. Strategic management is both a governance tool, to allow the ILO to determine the broad orientations of its programme and

¹ See conclusions of the Thirteenth Asian Regional Meeting (Appendix 1).

Box I.1**Results-based management in the ILO**

The planning and reporting cycle:

- Strategic Policy Framework: 4-year cycle (first SPF: 2002-05; second SPF: 2006-09)
- Programme and budget: biennial cycle
- Implementation reporting: annual cycle (mid-term and report on the biennium)
- Programme evaluations: two per year.



budget, and a management tool, to assess actual performance against expected outcomes. A key tool in this process is the Strategic Policy Framework (SPF), which outlines medium-term priorities and the core strategies needed to pursue the ILO's mandate. The first SPF covering the 2002-05 period focuses on consolidating the Decent Work Agenda and has been guiding ILO tripartite action in countries. The second SPF, covering the 2006-09 period, aims to make decent work not just an ILO goal, but a global goal, and thereby to contribute to a fair and inclusive globalization that gives every woman and man a fair chance at a decent and productive job.

However, it is important to emphasize from the outset that results-based management is in its early stages, with the ILO still attempting systematically to apply and refine the key techniques. These include the formulation of objectives and outcomes with adequate indicators and explicit targets to assess performance, the regular monitoring of progress, analysis of actual results with regard to targets, and regular evaluations to complement performance information (box I.1). Accordingly, this "reporting on results"

should be seen as an early attempt, and what we learn from this report should serve to enhance results-based management in the future.

Recognizing these constraints, the report attempts to review the key results achieved as a consequence of ILO activities since 2001, in terms of the following types of questions:

- how have the Office and the constituents implemented the conclusions of the Thirteenth Asian Regional Meeting?
- what has been the difference or change as a consequence of ILO action?
- how was the impact or outcome judged a success or failure?
- how did the result affect different groups in the population?
- what was the role of the Office in relation to the roles of the constituents, other organizations and donors?
- how was tripartite social dialogue promoted/instrumental in achieving results?
- how have regular and extra-budgetary resources been mobilized to finance activities?
- how have capacity and resource constraints been addressed?
- did the result reflect or demonstrate an integrated and coherent approach: what was the entry point and have additional components of decent work been sequentially introduced?
- have ILO “know-how” and “show-how” shaped public or private policies and have the policies been implemented?
- have there been efforts to leverage experiences from local to national to regional initiatives?
- what were the lessons learned and the messages disseminated?
- what are the outstanding challenges and constraints and what are the next steps for consolidating decent work at the local and national levels and moving to the subregional and regional levels?

Structure of the report

Chapter 1 sets the context by highlighting the international, regional and national developments since 2001 that have influenced the implementation of the conclusions of the Thirteenth Asian Regional Meeting. It also describes changes within the ILO itself, including the measures to enhance institutional capacity. The chapter points out various institutional constraints and emphasizes that results depend not only on the role of the Office but also on the roles of the tripartite constituents, other partner organizations and donors. It describes who has been involved and how they have been involved at country level to translate the conclusions of the Thirteenth Asian Regional Meeting into policies and activities to achieve decent work. It highlights how these efforts to promote decent work have been linked to, or are part of, national development agendas and multilateral frameworks at country level.

The description shows how different countries, taking into account their specific contexts and concerns, have adopted different starting points, principles, modalities or frameworks and assigned responsibilities for responding to the conclusions of the Thirteenth Asian Regional Meeting. Different labels have been used to describe the efforts to promote decent work at the country level, and this has created some confusion. Therefore, the report attempts to distinguish the national plans of action for decent work (NPADWs), which belong to the countries themselves and are nationally driven, from the decent work country programmes (DWCPs), which are the

workplans of the Office, using its regular and extra-budgetary resources, that help countries implement their NPADWs.

For the 2001-04 period, Asia's priority areas of concern relating to decent work and its four strategic objectives and gender issues, as highlighted in the conclusions of the Thirteenth Asian Regional Meeting, can be broadly identified in terms of:

- productive employment as the sustainable route out of poverty;
- promoting decent work throughout all stages of life;
- establishing rights at work and good governance;
- addressing discrimination and vulnerabilities;
- strengthening tripartism and social dialogue; and
- responding to crises, disasters and conflicts.

Chapter 2 describes these priority concerns, the main ILO interventions and programme areas to promote decent work and reduce poverty, and the key results achieved. The results highlighted in text boxes are illustrative and not exhaustive, and they are not intended as any comparison of countries, constituents or Offices. The information gathered represents the collaborative efforts of the Regional Office for Asia and the Pacific, the Regional Office for the Arab States, the Subregional and Country Offices, the technical specialists and project staff from the field and headquarters, and ILO constituents and target beneficiaries at country level. The aforementioned contributed write-ups of activities that they feel best illustrate results, impacts or outcomes, are truly innovative and/or represent good practices, failures or lessons learned.

The concluding chapter, "From the Thirteenth Asian Regional Meeting to the Fourteenth Asian Regional Meeting", shows that the Decent Work Agenda has been incorporated into the national development and social agendas of a growing number of countries. Quotations from ILO constituents and donors testify to the achievements that have been made since the Thirteenth Asian Regional Meeting. However, looking ahead to the Fourteenth Asian Regional Meeting and beyond, major challenges remain: to place decent and productive employment at the heart of national development agendas and to achieve political commitment for full implementation, to take the next steps of "regionalizing" decent work, and to meet the opportunities and threats of globalization. To further enhance its relevance in the region, the ILO needs to identify and address the emerging concerns of the region in an increasingly globalizing world. These regional concerns and challenges and the ILO's role in meeting them are highlighted in the accompanying thematic report, *Making decent work an Asian goal*.

1. Results-based management for decent work

The results achieved as a consequence of action to implement the conclusions of the Thirteenth Asian Regional Meeting on decent work in Asia should be assessed in relation to: (i) the changing context at the international, regional and national levels since 2001 to the end of 2004; (ii) the institutional capacity of the ILO, including its capacity to implement results-based management; and (iii) the role played by the Office in relation to the roles played by the tripartite constituents and other actors.

The context for implementation

Efforts to implement the conclusions of the Thirteenth Asian Regional Meeting have been taking place in the midst of significant developments in the international, regional and national arenas – developments that have reaffirmed the importance of decent work and that have also had an impact on the ways in which the ILO operates to promote decent work.

The Millennium Development Goals

In the global context, the framework of the development agenda and development cooperation is set by the United Nations Millennium Declaration of 2000 and the Monterrey Consensus of the International Conference on Financing for Development of 2002.

In the Millennium Declaration adopted at the United Nations Millennium Summit, 189 global leaders committed the community of nations to a concerted, coordinated drive to reduce and eventually eliminate extreme poverty.¹ Following the United Nations Millennium Summit, the United Nations organizations collectively identified a set of eight Millennium Development Goals (MDGs), 18 targets and 48 indicators to measure progress in their implementation. The international community has adopted the eight MDGs

¹ United Nations resolution A/RES/55/2, United Nations Millennium Declaration, adopted by the United Nations General Assembly on 18 September 2000 (Fifty-fifth session), www.un.org/millennium/declaration/ares552e.pdf.

(box 1.1) as a focus of activity, agreeing on a core strategy to help countries to meet these goals.²

Box 1.1

Millennium Development Goals

- Goal 1. Eradicate extreme poverty and hunger
 - Goal 2. Achieve universal primary education
 - Goal 3. Promote gender equality and empower women
 - Goal 4. Reduce child mortality
 - Goal 5. Improve maternal health
 - Goal 6. Combat HIV/AIDS, malaria, and other diseases
 - Goal 7. Ensure environmental sustainability
 - Goal 8. Develop a global partnership for development
-

In the Monterrey Consensus, developing countries pledged to reallocate and mobilize more domestic resources, reform institutions to suit national priorities and adopt effective, nationally owned economic and social policies, and the developed countries agreed to increase and improve development assistance and support the efforts of developing countries to achieve the MDGs. “The broad global consensus around a set of clear, measurable and time-bound development goals has generated unprecedented, coordinated action, not only within the United Nations system, including the Bretton Woods institutions, but also within the wider donor community and, most importantly, within developing countries themselves.”³

It is useful to review the relationship between decent work and the MDGs and the implications for the Decent Work Agenda in Asian countries.

The MDGs provide a context in which the ILO message that decent and productive employment is the sustainable route out of poverty is increasingly taking hold.⁴ Putting productive employment “at the heart of economic and social policies”⁵ is the ILO’s policy contribution to reaching the MDG of reducing poverty by one-half by 2015 and the strategies that underpin it. Countries in Asia and the Pacific strongly endorse this approach; in the conclusions of the Thirteenth Asian Regional Meeting the delegates wished to stress “the importance of employment generation as the central element in the Decent Work Agenda and as the principal means to reduce poverty”. The emphasis is on both more jobs and better jobs, since the problem in developing Asia is not so much the absence of economic activity as the low productive nature of that activity. More people are employed, rather than unemployed, but under conditions so poorly remunerated as to prevent them and their families from earning more than US\$1 per person per day.

While the MDGs have set targets and indicators within specified timelines, decent work is a goal to be applied with due regard to the stage of

² This strategy is composed of four distinct but complementary elements: operational activities at the country level; advocacy and awareness raising (the Millennium Campaign); research activities and identification of the best practices for meeting the MDGs (the Millennium Project); and monitoring of progress made (global and country-level reports).

³ United Nations: *Implementation of the United Nations Millennium Declaration*, Report of the Secretary-General, United Nations General Assembly, Fifty-ninth session, 27 Aug. 2004, A/59/282.

⁴ ILO: *Working out of poverty*, Report of the Director-General, International Labour Conference, 91st Session, Geneva, 2003.

⁵ ILO: *Global employment agenda* (Geneva, March 2002). The Global Employment Agenda is a key component of the Organization’s decent work strategy.

social and economic development. Decent work is a development strategy; it is not a standard or a conditionality that countries are bound to. DWCPs are based on the priorities of each country's constituents and national development objectives.

The MDGs process and the Poverty Reduction Strategy Papers (PRSPs) process by a group of developing countries are creating important opportunities to highlight the role of the ILO's tripartite constituency and the added value of the decent work approach. There is growing recognition that the MDGs will not be achieved if the community of work is absent from policy formulation and implementation. There is increasing scope to demonstrate that tripartite social dialogue is a vital component in fostering national ownership of, and commitment to, the processes. Ministries of Labour and workers' and employers' organizations are increasingly involved in PRSPs and in the development of the NPADWs. However, they need to have their capacity enhanced to be able to participate more effectively.

The MDGs give specific attention to decent work and put the focus on youth. Target 16 of Goal 8 is "in cooperation with developing countries, develop and implement strategies for decent and productive work for youth". The need to focus on decent and productive work for young people is obvious in Asia and the Pacific, where some 18 per cent of the population, or about 605 million, is between 15 and 24 years and another 30 per cent is below 15 years, and where youth unemployment rates are between three to six times higher than adult unemployment rates.⁶ In the Arab States, youth account for about 21 per cent of the total population and those below 15 years for another 37 per cent; and the youth unemployment rate was 25.6 per cent in 2003.

The MDG on universal primary education by 2015 reflects, and is reflected by, the ILO focus on the elimination of child labour and on a life-cycle approach to decent work. The more countries are able to provide both boys and girls with a full course of primary schooling, the less there will be the cruel dilemma of school or work for children, especially children from poor families. On the other hand, the more countries are successful in eliminating child labour, the easier it will be for poor families to choose education over work for their children.

Gender equality is key in both the MDGs and the Decent Work Agenda. Goal 3 emphasizes employment of women, using the share of women in wage employment in the non-agricultural sector as a key indicator of empowerment.⁷ The conclusions of the Thirteenth Asian Regional Meeting also highlighted the fact that "women account for a disproportionately large group of the working poor" and stressed that "gender mainstreaming should be a priority item on the employment agenda and should be monitored regularly to determine whether concrete progress has been made". The ILO adopted a regional gender mainstreaming strategy (GEMS) and agreed to make GEMS fully operational in the Asia-Pacific region by 2007.

The Millennium Declaration seeks to ensure "that children and all civilian populations that suffer disproportionately the emergencies of natural disasters, genocide, armed conflicts and other humanitarian consequences are given every assistance and protection so that they can resume normal life as soon as possible". The ILO's Decent Work Agenda targets vulnerable groups throughout all stages of life, from childhood to old age. There are also specially

⁶ The ratio of youth-to-adult unemployment rate was 2.9 in East Asia, 4.8 in South-East Asia and 5.9 in South Asia in 2003. ILO: *Global employment trends for youth* (Geneva, 2004), Chapter 2, Table 4.

⁷ However, it should be noted that this is not a particularly good indicator of women's economic empowerment as the bulk of the labour force in Asian countries is in the informal economy and agriculture.

targeted programmes for workers with disabilities, indigenous peoples, migrant workers and forced labour.

In line with the Monterrey Consensus, the United Nations organizations, the international financial institutions and the donor community are increasingly adopting common coordinated frameworks and approaches to make available resources at the country level to achieve the MDGs. Resource mobilization for funding NPADWs has to be within these frameworks and the Office and constituents have to be able to work effectively within these multi-lateral frameworks.

Globalization in Asia

Countries have been formulating their NPADWs in the context of increasing globalization. Delegates to the Thirteenth Asian Regional Meeting emphasized that “globalization can have positive as well as negative impacts”. The report of the World Commission on the Social Dimension of Globalization, released in February 2004, highlights these impacts:

The current process of globalization is generating unbalanced outcomes, both between and within countries. Wealth is being created, but too many countries and people are not sharing in its benefits. They also have little or no voice in shaping the process. Seen through the eyes of the vast majority of women and men, globalization has not met their simple and legitimate aspirations for decent jobs and a better future for their children. Many of them live in the limbo of the informal economy without formal rights ...⁸

Between September and December 2002, three national dialogues on the social dimension of globalization were held in the Philippines, China and India, and one regional dialogue was held in Bangkok, to consult decision-makers and social actors on people’s opinions of globalization and their concerns and aspirations. In addition to addressing the traditional themes of finance, trade, migration, technology and global production, the dialogues in Asia also pointed to the regional specificities of the globalization debate: its implications for people in the rural and informal sectors, issues of gender, the perceived threats to local traditions and cultural identities, and the difficult issue of the democratic control of markets.⁹ The accompanying report, *Making decent work an Asian goal*, examines these aspects in greater detail and makes the case that decent work in Asia is central to the future direction and sustainability of the global economy.

As part of the follow-up to the outcome of the United Nations Millennium Summit, the United Nations General Assembly adopted a resolution in December 2004 taking note of the report of the World Commission on the Social Dimension of Globalization, *A fair globalization: Creating opportunities for all*, and inviting “the organizations of the United Nations system, to consider within their mandates the report of the World Commission”, and also calling on “the Member States to consider the report”. The relevant organizations of the United Nations system and other relevant multilateral bodies were invited to provide information on their activities “to promote an inclusive and equitable globalization”, which would be reflected in the high-level review of 2005 within the follow-up to the outcome of the Millennium Summit of the United Nations.¹⁰

⁸ World Commission on the Social Dimension of Globalization: *A fair globalization: Creating opportunities for all* (Geneva, ILO, 2004), Synopsis.

⁹ World Commission on the Social Dimension of Globalization: *Dialogues in Asia* (Bangkok, ILO, 2004).

¹⁰ United Nations resolution A/RES/59/57, *A fair globalization: Creating opportunities for all – Report of the World Commission on the Social Dimension of Globalization*, adopted by the United Nations General Assembly (Fifty-ninth session) without a vote on 2 Dec. 2004.

In Asia, perhaps more so than in any other part of the world, the impact and implications of globalization have been starkly evident. While globalization was credited with fuelling the economic miracle in South-East Asia during the eighties and a good part of the nineties, the Asian financial crisis of 1997/98 drove home the vulnerabilities of, and the precariousness faced by, open economies.¹¹ The Thirteenth Asian Regional Meeting was dominated by vivid memories and the lingering effects of the crisis, leading delegates to “request the Director-General, as a matter of urgency, to prepare, in consultation with the tripartite constituents of the region, guidelines and proposed programmes aimed at preventing, or at least significantly attenuating, the negative impacts of the current economic slowdown, as well as programmes aimed to assist member States to participate successfully in the global economy to achieve sustainable economic growth”. One of the important lessons learned from the Asian financial crisis was the essential role of social protection.

*Regional and national developments*¹²

While the Asian countries have done remarkably well in recovering from the financial crisis, other more recent events, including the spread of Severe Acute Respiratory Syndrome (SARS) and avian flu, are driving home the point that in today’s interconnected and interdependent economies, national solutions alone are not enough. Subregional groupings such as the Association of Southeast Asian Nations (ASEAN) and the South Asian Association for Regional Cooperation (SAARC) have been strengthening cooperation to address these and other regional concerns, including, importantly, the spread of HIV/AIDS, and also labour migration and the prevention of trafficking and forced labour. The ripple effects of 11 September 2001, the wars in Afghanistan and Iraq and other civil conflicts, the growing threats of terrorism and extremist groups, and the devastation of major natural disasters have all underscored the importance of coordinated global and regional responses and solutions.

Trade and financial market liberalization, the termination of the Agreement on Textiles and Clothing and the complete phase-out of the Multifibre Agreement as of January 2005, the entry of countries such as China and Cambodia into the World Trade Organization, escalating oil prices – these have created opportunities for some and threats for others, resulted in job creation and job losses, emphasized the uneven playing field, divided “winners and losers”, and raised serious concerns about competitiveness, productivity and the prospects for sustained economic growth and social advancement.

Since 2001, economic growth has been relatively robust in the Asian countries as compared to other parts of the world, driven mainly by the continued strength of China, and also by solid GDP growth rates in India. However, unemployment has continued to climb, especially among youth, in almost all countries and this has led to concerns over “jobless growth”.¹³ The rate of poverty reduction has been slowing and there are still very large numbers of working poor in the region. At the same time, the share of the informal economy in total employment has been growing, gender inequality in

¹¹ World Commission on the Social Dimension of Globalization: *Dialogues in Asia*, op. cit. “The Asian financial crisis had transformed the region’s perspective of globalization from a ‘tide that lifts all boats’ into a ‘tsunami’, increasing poverty and misery.” (p. 25).

¹² See also Chapter 2 of the thematic report, *Making decent work an Asian goal*.

¹³ For details, see the ILO statistical report *Labour and Social Trends in Asia and the Pacific* presented to the Fourteenth Asian Regional Meeting. See also ILO: *World employment report 2004-05* (Geneva, 2004).

the labour market persists and exposure and vulnerability to the vagaries of the global economy have been increasing. All these factors have pushed productive employment and social protection to the fore of national agendas for economic and social progress and poverty reduction.

The Arab States have experienced slower integration into the global economy, in part because of conflicts and wars. Integration has been dominated by oil exports and labour migration from within and beyond the Arab world. In the Arab subregion as a whole, economic growth performance was lower in 2002 than in 2001, but it picked up in 2003, largely owing to the positive effect of oil prices for exporting economies, although other sectors have been adversely affected by conflicts and wars in the region. The regional unemployment rate and the Arab youth unemployment rate are the highest in the world. The distribution of wealth is highly unequal; the US\$1-a-day working poverty share in total employment was only 2.9 per cent in 2003, whereas about one-third of the people who have a job do not earn enough to lift themselves and their families above the US\$2-a-day poverty line.¹⁴

Natural disasters, such as floods in Bangladesh and the earthquakes in Gujarat, India, and Bam, Islamic Republic of Iran, destroyed individual livelihoods and made countries more vulnerable to other forms of crisis. ILO programmes responded to these disasters, especially as these events subsequently increased the demand for jobs, reconstruction and rehabilitation and also for social protection, especially for those who were made more vulnerable.

The biggest natural disaster, however, was the earthquake and tsunami of 26 December 2004, which were described by the United Nations Secretary-General as “the largest natural disaster the Organization has had to respond to on behalf of the world community in the 66 years of our existence”. The massive earthquake that struck the west coast of northern Sumatra triggered powerful tsunamis in the Indian Ocean which wrecked coastal areas in India, Indonesia, Maldives, Sri Lanka and Thailand, as well as in Malaysia, Myanmar, Seychelles and Somalia. As of 7 February 2005, the death toll had reached close to 300,000 and many thousands more had been reported missing or displaced. In the affected areas, economic life ground to a halt and businesses collapsed. In Indonesia, the preliminary rapid estimates indicated that around 1.8 million people were affected by job losses and that the unemployment rate could rise temporarily from 6 per cent to 30 per cent or higher in the affected areas. In Sri Lanka, over 400,000 workers lost their jobs and sources of income, and the unemployment rate in the affected provinces could rise to more than 20 per cent. In India, it is estimated that some 2.7 million people were affected. In Thailand, about 30,000 households dependent on fisheries lost their means of livelihood, while over 90,000 people lost their jobs in the tourism industry. Even during the early emergency relief and humanitarian assistance stages, the affected countries emphasized the importance of early planning and action for socio-economic recovery towards employment and livelihood generation.

It is against this backdrop of major developments on the international, regional and national scenes that the review of implementation of the conclusions of the Thirteenth Asian Regional Meeting should be made.

¹⁴ ILO: *World employment report 2004-05*, op. cit., p. 56.

The institutional capacity for implementation

Results-based management still a new tool

The task of implementing the conclusions of the Thirteenth Asian Regional Meeting is the shared responsibility of all ILO constituents together with the Office. For its part, the Office has adopted results-based management to contribute more effectively to the achievement of identifiable and measurable results. The ILO has been working with other United Nations organizations on techniques for managing results centred on improving performance.¹⁵ These techniques are described in the Introduction, box I.1.

However, results-based management is a relatively new tool, and the ILO is still working to apply results-based management systematically to the preparation, implementation, monitoring and evaluation of programmes. Furthermore, results can be the consequence of different types of action: action taken by the Office to assist constituents either separately or as tripartite partners, or action taken by the tripartite partners themselves individually or together. Results are also influenced by the actions of a whole range of other actors, including other organizations in the multilateral system, the donor community and civil society organizations, and, of course, the intended target beneficiaries themselves.

Constraints on reporting on results

The Office has been undertaking a number of measures to enhance both its own technical capacities and the capacities of ILO constituents. Capacity limitations clearly affect the results achieved. Ministries of Labour and employers' and workers' organizations all strongly emphasize their need for enhanced technical capacity to participate effectively in tripartite fashion in national decision-making.¹⁶

Other constraints relate, for example, to the statistical and knowledge base. Reliable, comprehensive and accessible statistical data disaggregated by sex and age, which reflect the key dimensions of decent work, are vital for policy choices and debates, and for measuring progress towards goals. Although an important start has been made to develop a set of decent work indicators for Asia (Chapter 2, boxes 2.6 to 2.8), the relative paucity of baseline information means that the results cannot be measured quantitatively and therefore it is not possible to have a realistic sense of the scale of impact. The Office has also made progress in strategies on knowledge management and knowledge sharing, but there has yet to be an integrated, systematic approach to managing the wealth of experience and knowledge of the ILO, including the wide range of ILO products and tools.

Furthermore, the Office recognizes that there is still a major challenge to progress from a target-group approach to the policy level and to ensure that ILO know-how from research and data-gathering and show-how from action programmes are coherently integrated into public and private policies affecting decent work, and that these policies are actually implemented. Reporting on the number of women who have found jobs or increased incomes

¹⁵ ILO: *Strategic Policy Framework (2006-09)* (and preview of the *Programme and Budget proposals for 2006-07*), Governing Body, 291st Session, Geneva, Nov. 2004, GB.291/PFA/9, para. 52. See also United Nations Joint Inspection Unit: *Managing for results in the UN system: Implementation of results-based management in the UN organizations* (Geneva, 2004).

¹⁶ The need for capacity building of ILO constituents is discussed in Chapter 2, Strengthening tripartism and social dialogue.

in a demonstration programme is not the same as reporting that a government has adopted and is implementing a national equal employment opportunity policy.

The Office has been working to extend partnerships with other organizations and institutions. Tripartism is, and will continue to be, the ILO's institutional identity and decision-making structure. But, decent work cannot be a key pillar of development strategies through labour policies alone, and the Millennium Declaration recalls that it is only by "broad and sustained efforts to create a shared future, based upon our common humanity in all its diversity, can globalization be made fully inclusive and equitable".

Since 2001, there has been growing emphasis on decentralized planning and programme execution at regional and national levels. However, as the Director-General noted in his remarks to the Programme, Financial and Administrative Committee at the 291st Session of the Governing Body: "In spite of an increase in resources to the regions since 2000, our capacity in the regions, subregions and countries remains far from adequate given the growing demands from our constituents."¹⁷ The demands are especially great at the country level, where the ILO and its constituents need to be able to participate actively in the various multilateral frameworks to achieve the MDGs and to ensure that decent work is fully integrated.

Decent work country programming

The ILO has developed new modalities to define its role at country level and, very importantly, to match available resources to priority demands more efficiently. In May 2004, the Director-General issued two circulars applying the results methodology to the design and delivery of coherent ILO decent work programmes in countries.¹⁸ The circulars introduced DWCPs as the main tool to plan, programme, monitor and report on the ILO's work in the field. The modality of the DWCPs and how they relate to the NPADWs is described below.

Implementing decent work at country level

National plans of action for decent work and decent work country programmes

The Thirteenth Asian Regional Meeting urged "all member States in the region to define, through a tripartite process, a national plan of action for decent work that integrates fundamental rights at work, greater opportunities for women and men to secure decent work, social protection, including occupational safety and health standards, for the greatest possible number of workers, as well as increased social dialogue". These NPADWs "should define, within the overall framework of the ILO Decent Work Agenda, national priorities, a timetable for implementation and a set of indicators for the purposes of regular tripartite monitoring and evaluation". In the conclusions, the delegates requested the Office "to provide such assistance to the tripartite constituents in the design of these national plans of action as they may consider necessary" and "to give priority to assisting, where necessary and requested, the tripartite constituents to implement the national plan of

¹⁷ ILO: Reports of the Programme, Financial and Administrative Committee, Governing Body, 291st Session, Geneva, Nov. 2004, GB.291/8/1 (Rev.2).

¹⁸ ILO Circular No. 598, Series 1, dated 20 May 2004, *A framework for implementing the Decent Work Agenda*, and Circular No. 599, Series 1, dated 20 May 2004, *Decent work country programmes*.

action for decent work”. As a follow-up to the Thirteenth Asian Regional Meeting, a South-East Asia and the Pacific Subregional Tripartite Forum on Decent Work was held (box 1.2 and Appendix 2).

Box 1.2

South-East Asia and the Pacific Subregional Tripartite Forum on Decent Work

The first South-East Asia and the Pacific Subregional Tripartite Forum on Decent Work was hosted by the Government of **New Zealand** in Auckland from 6 to 8 October 2003, with tripartite participation from the following ten member countries: **Australia, Democratic Republic of Timor-Leste, Fiji, Indonesia, Kiribati, New Zealand, Papua New Guinea, Philippines, Solomon Islands** and **Vanuatu**. The aims were to:

- consolidate the progress made in promoting the Decent Work Agenda across the subregion;
- share the lessons and best practices, and identify common issues and solutions, in developing and implementing NPADWs; and
- enable countries to take effective responsibility for developing and implementing their own plans.

The conclusions adopted by the participants covered: (i) ratification and compliance with core labour standards and labour law reform; (ii) youth unemployment; (iii) occupational safety and health; (iv) HIV/AIDS; (v) the informal economy; (vi) agriculture and fisheries; (vii) small and medium-sized enterprises; (viii) labour market information and statistics; and (ix) sound corporate and public governance. The participants reaffirmed their commitment to the formulation and implementation of the NPADWs; tripartite monitoring and evaluation; cooperation with international financial institutions, addressing discrimination and pursuing gender equality, and promoting partnership and collaboration within the subregion.

In the Forum conclusions, the delegates recommended that “member States take steps to include in their national plans of action for decent work agreed time-tables, sex-disaggregated indicators and targets/desirable outcomes for the purposes of tripartite monitoring and evaluation. Support for the development of indicators and targets/desirable outcomes, along with monitoring and evaluation procedures, is the next critical phase of work requiring ILO leadership”. The delegates called upon member States “to integrate, where possible, national plans of action for decent work with national development plans”.

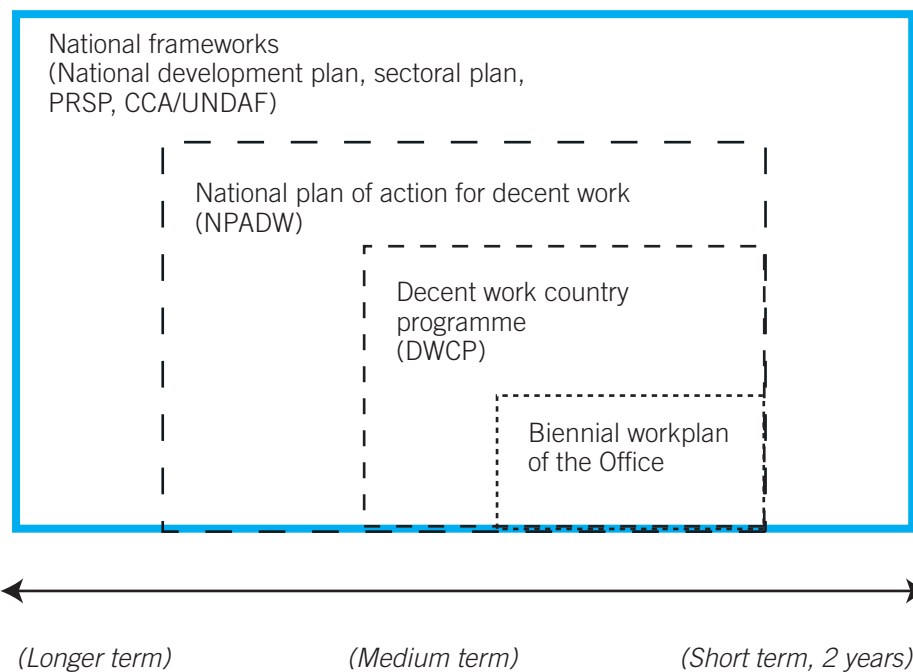
The second South-East Asia and the Pacific Subregional Tripartite Forum on Decent Work will be held from 5 to 8 April 2005 in Melbourne, Australia.

It is clear from the conclusions of these meetings that the ILO tripartite constituents wish to decide upon and have national ownership of the NPADWs themselves, and that the role of the Office is to provide assistance where called upon. From such a perspective, the NPADWs belong to the tripartite constituents, and are driven and owned by them, taking into account national situations, development frameworks, priorities and concerns. On the other hand, the DWCPs are the Office’s organized and resourced contribution to the implementation of the NPADWs, and are the ILO contribution to a larger plan by a government or constituents to promote decent work. Box 1.3 presents a very simplified illustration of these distinctions. Although different names are currently being used to label the efforts in different countries, the essential distinction is the role of the Office in relation to the larger national action, and the role of ILO constituents and other actors and what the Office can realistically contribute within a specified time frame

to assist a country to achieve decent work through changes in national capacities, policy reforms and improved implementation, enforcement, advocacy and awareness raising.

Box 1.3

The national plan of action for decent work and the decent work country programme



The Director-General's circular explains in greater detail the essence of DWCPs:

A decent work country programme identifies a limited number of priority areas of cooperation, within the priorities identified by the country, in which the ILO is likely to make a significant contribution and achieve genuine impact. Intended outcomes define the expected results of ILO cooperation in national action to advance the decent work agenda ... Rather than raise undue expectations, a decent work country programme is a means to inform constituents and partner institutions of the nature and level of the ILO programme ... Decent work country programmes are financed through a combination of resources from field offices and Headquarters units, including regular budget, regular budget technical cooperation, and where applicable extra-budgetary funding for technical cooperation and related programme support income. Decent work country programmes facilitate the identification and mobilization of extra-budgetary resources.¹⁹

Status of implementation

Appendix 3 shows that countries are at different stages of formulation and implementation and use different names or labels for their efforts to promote decent work. Furthermore, countries are taking into account their specific contexts and concerns when adopting the different entry points, prin-

¹⁹ ILO Circular No. 599, Series 1, dated 20 May 2004, *Decent work country programmes*.

ciples, modalities and strategies for the promotion of the four strategic objectives of decent work, including for the mainstreaming of gender concerns.

What is evident in all countries is the involvement of employers' and workers' organizations, together with Ministries of Labour, not only in the formulation and implementation of the action plans, but also in monitoring and evaluation mechanisms, where these have been established. In most cases, the Office provided capacity building to enable the constituents to participate more effectively in the processes. Ministries of Labour, trade unions and employers' organizations now have expanded networks and strengthened dialogue and collaboration, including with other government agencies and civil society actors.

The **Philippines** was the first country the ILO supported under the Decent Work Pilot Programme (DWPP).²⁰ The DWPP, which was essentially ILO-driven to test the integrated approach to decent work, has since evolved into the National Plan of Action for Decent Work, which was launched in 2002 based on the country's Medium-Term Philippine Development Plan for 2001-2004 in which decent work is highlighted as the overall framework in Chapter 2, Promoting full, decent and productive employment. The national plan of action set the framework for the ILO's programming and prioritization in the Philippines; it is an evolving document that is refined and updated through regular monitoring and consultation with constituents. With the updating and revisions of the Medium-Term Philippine Development Plan for 2004-2010, the national plan of action has evolved into "a Common Agenda" for the tripartite constituents. The Common Agenda sets the ILO framework for its work for the next few years and spells out a special responsibility for supporting and encouraging collaboration with and among its tripartite constituents. Furthermore, it provides a platform for mobilizing resources from donors and other international organizations. The DWCP will be used by the ILO to operationalize its commitment to the Common Agenda and to provide assistance to the constituents in addressing their specific concerns and needs.

In 2001, the Government of **Bangladesh** requested to be included in the DWPP. The ILO responded by undertaking a series of technical missions and consultations with constituents and other national stakeholders. There was broad consensus that the DWPP in Bangladesh should focus on globalization and how this could be better managed in order to maximize benefits and minimize social costs. Therefore, the ILO prepared a concept note that included the theme "Harnessing the benefits of globalization for decent work: policy challenges", which provided the starting point for the formulation of a country programme on decent work. The theme of the DWPP evolved through a tripartite consultative process. A National Policy Dialogue held in April 2004 provided a forum for a broader-based social dialogue that included national experts, key academic and research institutions and national NGOs engaged in development work. The recommendations of the National Policy Dialogue were considered by the Decent Work Advisory Body (DWAB) in a meeting held in August 2004 and a Decent Work Action Plan for Bangladesh evolved with a time frame of 3-5 years.

²⁰ Before the introduction of the decent work country programmes, the ILO had established, in October 2000, the decent work pilot programmes (DWPPs). The aim of the DWPPs is to strengthen national capacity in integrating decent work as a goal into policy agenda, to demonstrate the utility of an integrated approach to decent work in different socio-economic contexts and to develop methods for designing effective country programmes and policies that promote decent work. There have been seven operational DWPPs in the following countries: Bahrain, Bangladesh, Denmark, Ghana, Kazakhstan, Morocco, Panama and Philippines. With DWCPs applying to all countries, there will be no more pilot programmes.

Indonesia can be cited as a country for which the model of an NPADW, developed and owned by the constituents, and an ILO DWCP, in support of the larger national plan, have worked well. The DWCP clarifies the responsibility of the ILO Office in terms of achieving realistic results with the resources available while capturing the more ambitious and longer-term national aspirations towards decent work in the NPADW. The NPADW is for the 2002-05 period, while the DWCP is for the 2004-05 period (in the future, the DWCP will be aligned to the Five-Year National Development Plan). The four main objectives of the DWCP are also the basis for ILO inputs into the PRSP process, the National Development Plan and the new UNDAF. Resources for funding the NPADW come partly from the Government. The Indonesia Tripartite Action Plan for Decent Work 2002-2005 has been incorporated into the national development plan, providing a basis for government programmes to contribute to the NPADW, including through specific budgetary allocations. The Ministry of Manpower has incorporated elements of the NPADW into departmental work plans and budgets.

Pakistan is another country where decent work country programming has evolved. The consultative process for the formulation of the country programme commenced in July 2003 and continued until May 2004. The ILO Office in Islamabad worked with the tripartite constituents at federal and provincial levels, the Planning Commission and ILO national staff to prepare a draft NPADW, and, at the same time, participated in the PRSP process. Following the publication of the Director-General's circulars on decent work country programming in May 2004, the proposed NPADW was used as the basis to develop the proposed DWCP. The proposed DWCP was completed in December 2004 and circulated widely for comments. It is currently being finalized.

Countries such as **Thailand**, the **Lao People's Democratic Republic**, **Viet Nam**, **Mongolia**, and the **Pacific Island countries** have all embarked upon the development of NPADWs, but their experiences show that the process of tripartite participation takes both time and expertise, and formal incorporation into national frameworks takes even longer.

In some countries, the ILO and constituents have used the modality of a Memorandum of Understanding (MOU) to promote decent work. For example, the MOU between the Government of **China** and the ILO provided a framework for ILO action and assistance, including for the China Employment Forum which was organized in April 2004. However, since the MOU did not involve workers' and employers' organizations, the Office is working towards a country programme that will be a consolidation of the MOU strategic implementation framework, agreed objectives and activities with the All-China Federation of Trade Unions (ACFTU) and the China Enterprise Confederation (CEC) and agreed activities with other partners. In the **Islamic Republic of Iran**, an MOU signed in July 2002 has been the basis of the ILO's cooperation with the Ministry of Labour and Social Affairs and the workplan associated with it has been upgraded to cover the 2005-06 biennium.

The MOU modality has also served as the Decent Work Country Programme in several of the Arab States, including **Bahrain** and **Iraq**, as well as the **occupied Arab territories**. In the Arab States, the ILO signed in September 2003 a Plan of Joint Activities for 2004-05 with the Council of Ministers of Labour and Social Affairs in the Gulf Cooperation Council (GCC) States and its Executive Bureau. The Plan of Joint Activities serves as the DWCP to realize ILO goals and principles in **Bahrain**, **Kuwait**, **Oman**, **Qatar**, **Saudi Arabia**, and **United Arab Emirates**. It is the basis for ILO technical assistance to these countries for the 2004-05 biennium. In the occupied Arab territories, however, the special circumstances and the need for an enhanced

programme for technical cooperation have led to a unique Palestinian Fund for Employment and Social Protection.²¹

Other countries such as **Oman, Syrian Arab Republic and Sri Lanka** have used the modality of a Framework for Cooperation to define technical cooperation with the ILO (box 1.4).

Box 1.4

Decent work in Sri Lanka: A framework for cooperation

The Decent Work Country Programme (DWCP) below spells out how the tripartite partners of the ILO perceive the ILO's best contribution to the implementation of "Creating Our Future: Building Our Nation", the Economic Policy Framework of the Government of Sri Lanka, and the poverty reduction strategy. It is the strategic framework, within which the Government, and employers' and workers' organizations agree to work in partnership towards achieving the goal of decent work in Sri Lanka.

A broader National Plan of Action for Decent Work is being developed under the leadership of the Minister of Labour Relations and Foreign Employment. A tripartite Steering Committee has been established to prepare such a national policy document. The ILO is supporting this process through studies, workshops and advice.

It is recognized that the ILO is one of several development partners in Sri Lanka and that it is not a funding agency. The ILO will work in collaboration with the Ministry of Labour Relations and Foreign Employment and the workers and employers to mobilize external resources for the implementation of actions spelled out in the DWCP.

The framework covers a period of 4 years (or 2 biennia). This will ensure a focus on impact and results. The ILO's work plans for Sri Lanka, which are prepared on a biennium basis, will be based on this document. Resources for the biennial work plan are allocated from the ILO's regular budget and are supplemented with multilateral donor funds for specific programmes.

The DWCP is based on individual consultations with each of the ILO constituents, followed by a tripartite meeting, on 29 August 2003, where the framework was reviewed and endorsed.

All activities and programmes that will derive from the framework, aspire to promote decent work – the mission of the ILO. It sets out agreed policy priorities for future cooperation and is in line with the four strategic objectives of decent work, as pronounced by the ILO, all of which will be pursued in an integrated manner.

This DWCP will be the basis for the ILO's contribution to the implementation of the United Nations Development Assistance Framework (UNDAF) for Sri Lanka and will contribute to the achievement of the Millennium Development Goals. It will also be the basis for the ILO's role in the transition strategy of the Multilateral Group and the Government of Sri Lanka for the rehabilitation, reintegration and reconstruction of the North and the East, and will support peace and reconciliation. To ensure its continued relevance, the framework will be reviewed by the tripartite partners every two years.

Source: Sri Lankan Ministry of Labour Relations and Foreign Employment, Worker Organizations, Employer Organizations, International Labour Organization: *Decent Work Country Programme Sri Lanka 2004-2008: Framework for Cooperation*, Preface.

²¹ See box 2.70 in Chapter 2.

Linking decent work to the multilateral frameworks

In several Asian countries, promotion of the Decent Work Agenda has been closely linked to the multilateral frameworks and processes for follow-up to the Millennium Summit and achieving the MDGs, importantly through the Poverty Reduction Strategy Papers (PRSPs) and the Common Country Assessment/United Nations Development Assistance Framework (CCA/UNDAF). Boxes 1.5 to 1.7 describe the ILO involvement in the PRSPs and CCA/UNDAF and how these have helped to promote the Decent Work Agenda at country level. Box 1.8 shows how the Office has been increasingly collaborating with the United Nations Country Teams and Inter-Agency Working Groups.

Box 1.5

ILO involvement in the PRSPs

The PRSPs have been the main means of multilateral action to achieve the MDG goal of reducing poverty by one-half by 2015. As of end 2004, ten countries in the region – **Bangladesh, Cambodia, Indonesia, Lao People's Democratic Republic, Mongolia, Nepal, Pakistan, Sri Lanka, Viet Nam** and **Yemen** – have been involved in the PRSP process. The PRSPs are evolving documents of 3-5 year cycles, and the ILO involvement to date has centred mainly on the preparatory phase.

PRSP preparatory phase: Mainstreaming of the Decent Work Agenda

ILO involvement in the preparatory phase can largely be categorized into the following modes of action: (a) capacity building of social partners including awareness raising; (b) technical analysis of priority decent work issues; (c) tripartite (tripartite-plus in some countries) consultation; and (d) submission of ILO input into the PRSP. The extent of ILO involvement has varied from country to country, but some of the main results have been:

- *for ILO constituents:* enhanced understanding of the PRSP process, and representation and engagement in the national development policy-making process;
- *for the Decent Work Agenda:* integrated approaches to decent work mainstreamed into the national development agenda for poverty reduction;
- *for the ILO as an organization:* has been able to position itself nationally as a development player, showing success in providing an “organizational contribution” to the process.

PRSP implementation phase: Operationalizing decent work through DWCPs

Having mainstreamed the Decent Work Agenda into the PRSP, the country becomes responsible for its implementation. The ILO provides support through technical cooperation projects and technical advisory services. However, the ILO is not responsible for implementing all the decent-work-related issues found in the PRSP. In essence, then, implementation of the decent work components in the PRSP is part and parcel of the ILO Decent Work Country Programme.

Monitoring and evaluation of the PRSP: The ILO and its constituents as agents

Decent work indicators and various impact assessment indicators from technical cooperation projects contribute to providing “hard data” to monitor the PRSP. ILO constituents and partners can serve as monitoring agents by observing the changes and the impact on the lives of people, and raising the relevant issues in public forums. To date, no country has yet conducted an evaluation of its PRSP.

Box 1.6**PRSP status by country (as of February 2005)**

Country	Official name of PRSP	Current status
Bangladesh	Unlocking the Potential – National Strategy for Accelerated Poverty Reduction	Interim PRSP completed in March 2003. Draft PRSP prepared.
Cambodia*	National Poverty Reduction Strategy (NPRS)	PRSP completed in December 2002 and approved by the World Bank and IMF in February 2003. Implementation started.
Indonesia*	National Poverty Reduction Strategy (NPRS)	Interim PRSP published in October 2002. Full PRSP released in January 2005, and its strategies incorporated into the new Five-Year Development Plan.
Lao People's Democratic Republic	National Growth and Poverty Eradication Programme (NGPEP)	Interim PRSP approved in April 2001. Full PRSP. National Poverty Eradication Programme completed in January 2004 and renamed NGPEP.
Mongolia	Economic Growth Support and Poverty Reduction Strategy	Interim PRSP completed in June 2001. Full PRSP submitted and approved in September 2003.
Nepal*	Summary of the Tenth Five-Year Plan from 2002-2007	Interim PRSP completed but not approved by the World Bank and IMF. Full PRSP completed in April 2003. Some delay in implementation experienced due to internal political situation.
Pakistan*	Accelerating Economic Growth and Reducing Poverty: The Road Ahead	Full PRSP finalized in December 2003.
Sri Lanka	Regaining Sri Lanka: Vision and Strategy for Accelerated Development	No interim PRSP. Full PRSP completed in December 2002, approved by the World Bank and IMF in April 2003. PRSP may be revised as a result of the recent elections.
Viet Nam*	Comprehensive Poverty Reduction and Growth Strategy (CPRGS)	Interim PRSP completed in March 2001, World Bank and IMF approval in April 2001. Full PRSP completed in May 2002, approved in July 2002. Currently under implementation, CPRGS is being "rolled-out" to the provincial levels. Agreement that implementation of CPRGS will be incorporated into national, provincial and sectoral socio-economic development plans for 2006-10.

* ILO focus PRSP countries are marked with an asterisk after the country name. Focus countries refer to those countries where the ILO has officially committed its resources (financial and staff time) to be involved in the PRSP preparatory stage. Involvement in the non-focus countries was on a smaller scale.

Box 1.7**ILO involvement in the CCA/UNDAF exercise**

The ILO has been increasingly participating within the multilateral system in joint programming at the country level. Participation in the multilateral frameworks includes the Common Country Assessment/United Nations Development Assistance Framework (CCA/UNDAF) exercise. As a member of the United Nations Country Team (UNCT), the ILO sees CCA/UNDAF as a means of mainstreaming employment and labour-related issues into a broader national development policy debate and fostering synergies/complementarities with other agencies' actions. Tackling poverty (MDG1) is an example of an issue which no single agency can or is able to work on alone. The CCA/UNDAF, therefore, is a demonstration of how the United Nations agencies can work together towards international commitments and in achieving ambitious goals that are owned by national stakeholders. As such, the ILO also contributes to projecting the "one UN" image to in-country stakeholders and the local donor community.

The ILO strives to ensure that decent-work-related issues are appropriately addressed in the CCAs. Providing inputs at various UNCT meetings and inter-agency thematic working groups has become a common aspect of the work of ILO staff. Moreover, some ILO country directors chair such working groups (for example, the ILO chairs the WG on HIV/AIDS in Indonesia), thereby boosting the visibility of the ILO as an organization and the Decent Work Agenda as a prominent issue.

Initiatives at the country level are taken up by the ILO at the regional level through active involvement in the Regional Readers' Group (RRG) on CCA/UNDAF. The RRG, an inter-agency body established by UNDG-UNDAF at the regional level, is part of the quality assurance mechanism for the preparation of CCA/UNDAFs. The ILO is able to use this regional platform to draw attention to critical decent work issues in the draft CCAs and to re-emphasize its key messages.

The main outcome of ILO involvement has been that virtually all the CCAs prepared in 2004 (in **Bangladesh, Cambodia, China, Indonesia, Philippines and Viet Nam**) address decent work concerns. For example, the CCAs for China and Viet Nam stress the need for sound labour market information systems, while the promotion of more and better jobs is a priority in most CCAs. Common issues found in several CCAs include youth employment, HIV/AIDS, child labour and migration.

Nepal provides an example of a country where the Decent Work Agenda has been very closely linked to the preparation of the PRSP. Following a request from the Government, the ILO commissioned eight national studies looking at different aspects of the Decent Work Agenda and supported this initiative by technical backstopping missions. A series of tripartite roundtable meetings during 2001-02 contributed to the drafting of a logical framework matrix and the report *Decent work for poverty reduction: An ILO contribution to the PRSP in Nepal*. The document was discussed and refined following a series of national and regional tripartite meetings and consultation with other development partners and presented to the National Planning Commission in May 2002 with a set of ten recommendations for inclusion in Nepal's Tenth Five-Year Plan (2002-06) and Medium-Term Expenditure Framework. The ILO involvement in the PRSP process has considerably raised the profile of the Office and constituents; for example, the ILO was the only United Nations agency directly invited by the National Planning Commission to meetings with donors to discuss the PRSP, the social partners were given a role in the design of the national development agenda and their concerns were heard by a broader group to whom they earlier had had only limited access, trade unions were invited to all open meetings of the Nepal Development Forum, and, for the first time, a trade union member was invited to be a member of the National Development Council.

Box 1.8**Regional United Nations Inter-Country Working Groups**

At the country level, each United Nations Country Team (UNCT) has its own thematic Inter-Agency Working Groups (IAWGs), in which the ILO participates actively. In Bangkok, where many of the United Nations agencies have their regional offices, the representatives agreed in 2000 to establish a number of IAWGs which would carry out joint activities. While inter-agency collaboration was not new, the setting up of the IAWGs was an institutional attempt to enhance the existing partnerships and to foster new technical ties on a wide range of themes. The regional IAWGs include:

- | | |
|--------------------------------------|--|
| 1. Drug control and crime prevention | 7. Trafficking in women and children |
| 2. Education for all | 8. Poverty reduction and food security |
| 3. Disability-related concerns | 9. Information and communications technology |
| 4. Environment and development | 10. Women empowerment and gender equality |
| 5. HIV/AIDS (Thailand focus) | 11. Human rights and development |
| 6. HIV/AIDS (Subregional focus) | 12. Millennium Development Goals |

Information-sharing is the core objective of most of the groups. This includes identification of best practices, updating by each agency on ongoing operations and identification by the group of emerging issues which have the potential for a United Nations collaborative response. Through advocacy work, some groups have been working together to mobilize technical and financial resources in support of a country's on-going efforts. Some of the IAWGs also aim at building in-house capacity; for example, the ILO played a major role in delivering in-house training on HIV/AIDS at the workplace for Bangkok-based United Nations staff. However, getting all agencies on board is more easily said than done and usually a few core agencies lead the group's work. Difficulties have been encountered at times when the chair agency's mandate is put to the forefront of an IAWG. After a few years of trial and error in bringing agencies together in their own innovative ways, the IAWGs have identified tangible outputs to maximize gains at operational levels. Collaborative efforts have brought gains, but scope remains for improvement in the running of the IAWGs in general.

The ILO participates in the majority of the regional IAWGs, more actively in some than in others. For example, an ILO specialist chairs the Employment and Poverty Alleviation Taskforce in the IAWG on disability-related concerns. One concern has, however, been the amount of precious time that is sometimes taken up by these group meetings and the additional demands placed on the ILO specialists.

In the East Asian countries of **Cambodia, Lao People's Democratic Republic, Mongolia and Viet Nam**, the PRSPs have been a basis for ILO action on decent work. The ILO has been working with constituents to understand the responsibilities and priorities of labour ministries and social partners to meet the employment and labour-related goals within the PRSP process and linked to the country's development plans. The next step was to identify the gaps in meeting these goals and to articulate how the ILO's programme of work for the country could help close these gaps. The ILO started by mapping current technical assistance projects, research and training programmes against these goals. The process helped explain how the activities carried out by the ILO could aid constituents in bringing about the changes

in employment and labour issues to which they themselves were committed, framed in a decent work country programme – making clear the linkages between efforts on standards, labour law and social dialogue to activities on job creation, livelihoods and social protection. The process also identified demands and opportunities which the ILO could not meet with its current human and financial resources. This set priorities for future fund-raising and building partnerships with other agencies. Where there is a strong commitment from United Nations agencies and donors to support the PRSPs, linking ILO activities and outputs to the PRSPs, rather than their forming a stand-alone set of objectives, there has been heightened interest in the work of the ILO and in facilitating stronger partnerships with other United Nations agencies.

Among the Arab States, **Yemen** is the only country where a PRSP has been implemented. The ILO contribution to the PRSP was based on the National Employment Agenda that the ILO presented at a national tripartite-plus conference held in September 2004. Upon incorporation of the recommendations of the conference, the Minister of Social Affairs and Labour is presenting the National Employment Agenda for adoption as a national strategy to be integrated into the national development process, in particular the on-going PRSP. Active participation of the ILO with the social partners in two PRSP thematic working groups helped prioritize employment and gender issues in the ongoing preparations for the Third Plan for Sustainable Development and Poverty Reduction (2006-2010). Yemen is one of eight pilot countries receiving technical support from the Millennium Project for the formulation and implementation of programmes to meet the MDGs. The ILO, together with ILO tripartite constituents, participates in the thematic groups on economic growth and employment generation and education and women's empowerment.

2. Decent work key results

The decent work priority concerns

The conclusions of the Thirteenth Asian Regional Meeting (ARM) highlight Asia's priority areas of concern relating to decent work and its four strategic dimensions and gender issues. Individual countries naturally have specific situations and contexts and may place emphasis on different areas, but for the period 2001-2004, six broad and related areas of concern can be identified:

- productive employment as the sustainable route out of poverty;
- promoting decent work throughout all stages of life;
- establishing rights at work and good governance;
- addressing discrimination and vulnerabilities;
- strengthening tripartism and social dialogue;
- responding to crises, disasters and conflicts.

Productive employment as the sustainable route out of poverty

Delegates at the Thirteenth Asian Regional Meeting strongly agreed on “the need to focus on employment creation and promotion for generating growth with equity, and as the only sustainable solution to reducing poverty”, which was still prevalent after the crisis. A number of delegates emphasized in particular “the crucial link between increasing productivity and competitiveness, given the impact of globalization in the region”. There was also widespread recognition of “the problems of an expanding informal sector in many parts of the region, accounting for much of the employed labour force, especially in South Asia”.¹

A key result that can be reported is that Asian countries are increasingly making decent and productive employment a central, rather than residual, objective of macroeconomic and social policies, and a number of countries have requested ILO assistance for the formulation and implementation of

¹ ILO: *Report and conclusions of the Thirteenth Asian Regional Meeting* (Bangkok, 28-31 Aug. 2001), Governing Body doc. GB.282/3, 282nd Session, Geneva, 2001.

national employment strategies. The **China** Employment Forum, which was a high-profile event in the region with international participation from over 25 countries, endorsed the centrality of the ILO's Global Employment Agenda (box 2.1). The President of India, speaking to the nation in January 2005 on the eve of the 56th Republic Day, devoted his entire customary address to the theme of employment. Unveiling an Action Plan for Employment Generation, the President called for "finding gainful employment for around 76 million people" over the next five years so that India could become "a developed country before 2020".² The ILO has been offering support to the Government of India in conjunction with the implementation of the National Common Minimum Programme, in particular the Employment Guarantee Act. The Act, passed by the Indian Cabinet, and awaiting the approval of Parliament, aims at providing a legal guarantee of at least 100 days of employment every year, at minimum wages, for at least one able-bodied person in every household.

Box 2.1

The China Employment Forum

The China Employment Forum, which was jointly organized by the ILO and the Ministry of Labour and Social Security of the People's Republic of **China**, the China Employers' Confederation (CEC) and the All-China Federation of Trade Unions (ACFTU) in Beijing in April 2004, was attended by more than 700 participants and observers from the host country, the ILO, some 25 other countries and international agencies. The Common Understanding reached at the end of the Forum strongly endorsed the key role of employment creation:

Employment is the key to people's livelihood and to sustained economic development and higher living standards. Employment is not only the means by which men and women make their living in the world of work, but also the means of their integration into society and finding self-esteem for themselves and their families. Therefore, employment is a key factor in reaching social harmony and stability. Equal employment opportunities for all, respect for workers' rights and full employment are of primary importance in achieving social justice, economic development and world peace.

Taking into consideration integration into the global economy and the new features of employment, such as increased individual responsibility for job search and high priority for re-employment of laid-off and unemployed workers, China has formulated and implemented a set of active employment policies with Chinese characteristics. These include macroeconomic policies promoting job creation through structural change and small enterprise development; re-employment promotion policies targeting vulnerable groups; labour market policies to provide job placement services and vocational training for laid-off workers and other unemployed persons; improvements in employment protection programmes and re-employment assistance; and social policies guaranteeing the provision of basic living allowances and improvements in the social insurance system.

While recognizing that these measures have achieved positive results and may hold important lessons for other countries as well, the Forum emphasized that China still faces a tremendous employment challenge given its huge population base and level of economic development. The Forum therefore highlighted the "pressing need and long-term task to stimulate economic growth and improve labour markets in order to expand employment opportunities and enhance employment quality", and called for "international cooperation activities in the field of employment", saying that international organizations "should actively support the centrality of employment goals in for-

² "Create jobs for 76 million: Kalam", as reported in *The Hindu*, 26 Jan. 2005.

mulating economic and social policies and in identifying measures for reducing poverty” and that “the international community should provide technical and financial assistance to developing countries to develop labour markets and upgrade the skills of the workforce”.

In the **Islamic Republic of Iran**, the ILO prepared and submitted to the Government a report on employment strategy. The report was based on national background papers and several rounds of consultations, including a national workshop, with the Government, employers’ and workers’ organizations, academics and NGOs. In line with the ILO Global Employment Agenda, the proposed employment strategy of the Islamic Republic of Iran rests on the twin pillars of promoting change and managing the employment and social consequences of change. A number of recommendations are provided in the areas of macroeconomic policy, employability, job creation, social protection and social dialogue. A national tripartite conference on women’s employment held in March 2004 in Tehran underscored the importance of giving particular attention to women. The conference resulted in a set of recommendations put forward as a National Strategy for Promoting Women’s Employment, Empowerment and Equality. The Government of the Islamic Republic of Iran has expressed its intention to integrate these recommendations into its Fourth Development Plan, as well as to further follow them up with concrete action.

In the Arab States, national tripartite-plus conferences on employment organized in 2004 culminated in nationally owned, concrete policy recommendations and strategies for improving the quantity and quality of employment. In **Yemen**, a large cross-section of stakeholders discussed for the first time a National Employment Agenda with national and international experts who had been involved in its preparation. Upon incorporation of the recommendations of the Conference, the Minister of Social Affairs and Labour is presenting the National Employment Agenda to the Cabinet for adoption as a national strategy.

The **Iraqi** Conference, which was held in Jordan, successfully brought together high-level Iraqi officials from 11 ministries, the social partners, experts, donors and other stakeholders from the international community. The Conference agreed upon and adopted a Declaration and Action Plan that provides a framework for coordinating activities between international agencies/donors and the Iraqi authorities in the reconstruction effort, with a view to ensuring that projects are implemented with a stronger employment orientation.

The emphasis is on both the quantitative and qualitative dimensions of employment. In **Sri Lanka**, for example, an integrated action plan to address the possible loss of over 150,000 jobs due to the expiry of the Multi-fibre Agreement (MFA) as of 1 January 2005 includes interventions not only for job placement, retraining, competitiveness and productivity, but also for promoting the rule of law (freedom of association, collective bargaining and statutory compensation), the revision of labour law and industrial law and the promotion of social dialogue. The development of the action plan brought together government ministries (Labour Relations and Foreign Employment, Industries, Trade and Commerce, Skills Development and Vocational Training, and Finance), employers’ federations and associations, trade unions and labour-related NGOs. The ILO serves as secretariat for a tripartite task force for the action plan.

Employment in the PRSPs

In the countries – **Bangladesh, Cambodia, Indonesia, the Lao People’s Democratic Republic, Mongolia, Nepal, Pakistan, Sri Lanka, Viet Nam and Yemen** – where, to date, the PRSP process has taken place (refer to box 1.6 in Chapter 1), the ILO made technical contributions and pushed an integrated agenda for decent employment creation. Involvement in the PRSP process has enabled the ILO to confirm its role as an established and respected partner among the international agencies and wider group of government institutions (beyond ministries of labour, but at the same time helping to extend the networks and scope of influence of the ministries of labour) and also to promote the active and effective participation of the social partners. While impact at the policy formulation level has clearly been achieved, the challenge remains of translating policy into resourced implementation and monitoring.

The National Poverty Reduction Strategy Paper (PRSP) 2003-05 of the Royal Government of **Cambodia**, which was launched in March 2003 and which is the basis for the Government’s “Rectangular Strategy”, strongly endorses the Decent Work Agenda. Its action policy matrix explicitly lists decent work policies, including promoting job and income-earning opportunities through employment-intensive infrastructure developments such as for improving road networks. The ILO has been providing technical support to the line ministries, building the capacity of the social partners to enable them to participate effectively in the process. It has also been promoting tripartite participation in various policy forums for the formulation of the poverty reduction strategy.

In **Pakistan**, employment is the key tool for poverty reduction (box 2.2). Recently, the Prime Minister identified employment creation as his second most important agenda and committed to training 300,000 people by June 2006 for wage or self employment. The ILO had been requested to provide technical assistance for the Prime Minister’s training programme based on ILO Training for Rural Economic Empowerment (TREE).

Box 2.2

Promoting productive employment as the route out of poverty

Pakistan’s Interim Poverty Reduction Strategy Paper (PRSP) (May 2001) had limited focus on employment generation and lacked a gender mainstreaming strategy. The ILO contributed to the PRSP process through: (i) providing technical expertise; (ii) policy advice mainly to the Planning Commission, PRSP Secretariat and Centre for Research on Poverty Reduction and Income Distribution; (iii) preparing five working papers and holding a national seminar; and (iv) promoting tripartite consultations throughout the drafting of the PRSP. The interventions resulted in:

- The employment focus of the full PRSP (December 2003).
- Update of the employment strategy in the Ten-Year Perspective Development Plan (2001-2011).
- Inclusion of child labour and bonded labour as key poverty and vulnerability concerns.
- Recognition of gender mainstreaming as a principle in the PRSP.
- Effective participation of workers’ and employers’ organizations in the drafting process, including submission of papers by them.

ILO participation in the Pakistan PRSP process successfully demonstrated its importance as a major player in the national development agenda:

- The ILO was invited to participate in the Prime Minister's Task Force on Poverty Alleviation and Income Generation in 2003 to draw up a concrete plan of action to increase employment.
- The ILO participated in the improvement of the Labour Force Survey and decent work indicators have been proposed to the Federal Bureau of Statistics for inclusion in the Labour Force Survey.
- Key ILO recommendations have been included in the draft National Youth Policy.
- The ILO has also been invited as a member and has been able to table the Decent Work Agenda in several important government policy planning forums, such as the Working Group on Training and Human Resource Development working on the next Five-Year Development Plan.
- Tripartite social dialogue has been strengthened. The President of the Employers' Federation of Pakistan is heading a working group on social protection to draft the next Five-Year Development Plan.
- The interactions have promoted the active participation of the Planning Commission and the PRSP Secretariat in the formulation of the ILO's Decent Work Country Programme.

The result of ILO interventions can be judged successful in terms of policy revision putting employment at the heart of the country's poverty reduction and development agenda. The challenge remains to ensure that the employment policies are actually implemented and financed from mainstream public and private sector development expenditures.

In **Indonesia**, the national Poverty Reduction Strategy (PRS) includes a range of recommendations from the ILO submission,³ covering decent work areas and with very strong priority given to employment creation. The PRS will now feed into the country's Medium Term Development Plan 2006-09 and the Mid-Term Expenditure Framework, providing opportunities to influence government development policies and budget allocations in favour of "decent work". The ILO has also been implementing an extensive programme to build the awareness and technical capacity of the Indonesian constituents about the PRS and to support their involvement in the process through a series of bipartite and tripartite meetings. Tangible evidence is the creation of the Trade Union Network on PRS, which has produced its own position paper and which counts on being actively involved in monitoring the implementation of the PRS. ILO constituents, as well as the World Bank and National Planning Board, have praised the ILO's work in this area. Apart from the ILO constituents, this work has benefited the National Planning Board as well as the ILO Office itself, which is now a recognized actor in shaping national development policies. This has created opportunities for further programme development and for achieving a wider audience for decent work.

Based on countrywide tripartite consultations, the ILO submitted ten recommendations to the Nepal Tenth Development Plan 2002-06.⁴ The first policy recommendation was to "make employment impact analysis an explicit criterion of macroeconomic policy decision-making, and make employment-intensive growth objectives an explicit criterion of public expenditure programmes". This recommendation includes making employment-intensive growth a criterion in public infrastructure expenditure; conducting

³ See ILO: *Working out of poverty: An ILO submission for the Indonesia PRSP* (Jakarta, 2004).

⁴ These recommendations were made in the ILO report, *Decent work for poverty reduction: An ILO contribution to the PRSP in Nepal*. For details of the recommendation, see Appendix 3.

ethnic and gender-sensitive impact analysis; and focusing on women, youth and other disadvantaged groups and also on the rural/agricultural sector in public expenditure programmes.

Employment in the informal economy

Since the bulk of Asia's working poor are concentrated in the rural and urban informal economy, it is important to review results related to the strategies for productive employment in the informal economy. The general discussion and resolution adopted at the 90th Session of the International Labour Conference in 2002⁵ boosted both technical understanding of the integrated strategies for promoting decent work in the informal economy and practical implementation of those strategies. The emphasis is on a comprehensive and integrated approach to reduce decent work deficits in the informal economy and promote the recognition, protection and incorporation of informal workers and economic units into the mainstream economy.

Such an integrated approach has been adopted in **Mongolia**; one important outcome is that the informal economy initiatives are incorporated into Mongolia's national plan of action for decent work (box 2.3). Initial steps towards such an integrated approach are also under way in **Yemen**, starting with a study on the informal economy and followed by an initiative to improve measurement of the informal economy. In the **Philippines**, ILO support at the policy and institutional levels has resulted in enhanced capacity of local government units to directly address informal economy concerns (box 2.4). In **India**, where the bulk of the workforce is in the informal economy, a number of ILO programmes promote decent employment for those in the informal economy, especially for poor women workers (box 2.5).

Box 2.3

Integrated approach to decent work in the informal economy

In **Mongolia**, the ILO has been helping Mongolian stakeholders to (i) better understand the growing informal economy; (ii) build capacity at various institutional levels for providing services and programmes to the informal economy and for engaging in direct actions which can inform policies; and (iii) identify mechanisms and strategies required to enhance the contribution of the informal economy to local and national economies. The ILO conducted policy research, followed by a National Employment Conference (2001) and a National Seminar on the Informal Economy (2002) where guidelines for action were proposed. This prompted the Government to draft a policy and an action plan on the informal economy (2003).

Since the end of 2003, the ILO has been implementing a two-year project on the informal economy in Mongolia (which is one of three countries in the project – the other two being **Cambodia** and **Thailand**) funded by the United Kingdom Department for International Development (UK-DFID). The project's integrated approach involves work at: (i) the macro level, on informing policies, legislation, strategies and programmes related to the informal economy; (ii) at the meso level, on capacity building of service providers and institutions, so that they are better able to address the needs of informal workers and economic units; and (iii) at the micro level, on direct actions from which the "know-how" and "show-how" feed back into policies. The direct actions have included an occupational safety and health programme for informal gold miners, social protection for street vendors, trade unions reaching out

⁵ See ILO: *Decent work and the informal economy*, Report VI, International Labour Conference, 90th Session, Geneva, 2002.

to the informal economy, improving access of informal economy operators to the national health insurance system, and the provision of business development services.

There is good feedback, collaboration, participation and initiative from the Mongolian stakeholders, which is very encouraging in terms of national ownership and the potential for sustained results. The Government is passing legislation, formulating policies and developing strategies; the employers' organization is spearheading the informal gold mining initiative as well as the training of trainers from various institutions on business development; and the workers' organization has proposed an action plan including research on labour legislation as well as organization in the informal economy.

The informal economy initiative is part of the National Plan of Action for Decent Work in Mongolia, together with other aspects of decent work. The integrated approach is evident in the way in which the project works with other ILO activities in Mongolia, including the child labour project, the gender and enterprise development project and the Office-wide knowledge sharing project on the informal economy. The project has been closely documenting processes, tools developed, lessons learned, etc. and sharing them both within and outside Mongolia.

Box 2.4

Achieving policy and institutional changes in the informal economy

An ILO-UNDP-SPPD project in the **Philippines** in 2002-03 has reported successful results in promoting policy and institutional support in the informal economy. The project built on good practices that were already in place and thus took an incremental approach towards instituting policy, legal and institutional reforms. It was implemented in a highly participatory manner, with more than 30 public meetings involving informal economy workers, including market vendors, transport workers, small construction workers, street hawkers and home workers. Commonly, more than 200 people attended each of these meetings. The project advisory committee was chaired by the Department of Labor and Employment and included wide representation from government agencies, informal economy representative organizations, community unions, employers' organizations and local government units.

The main outputs included the adoption of a Philippine definition of the "informal sector" by the National Statistical and Coordination Board (NSCB) and a gender-mainstreamed national framework for the promotion and protection of the informal sector by the Social Development Committee of the National Economic and Development Authority (NEDA). The national framework benefited from an analytical review done by the ILO of the responsiveness of the legal and policy environment to informal-sector issues. Another important outcome is the enhanced capacity of line government agencies and local government units to address the needs of the informal sector. In Metro Manila, task forces were formed within the local government units for this purpose. A number of informal sector associations have also been able to more effectively participate in dialogue with relevant agencies.

Box 2.5

Promoting decent employment in the informal economy in India

The outcomes of a number of ILO programmes in India specifically focusing on the informal economy, in particular on marginalized women workers, are worth reporting:

- ***Decent employment for women in India:*** The government vocational training services, which hitherto only worked in the formal sector, are being extended through NGOs by the institutionalization of non-formal training for women below the poverty line in urban slum clusters in two cities chosen as pilots. The project has enhanced the capacity of selected NGOs and training institutions to provide non-formal training to these women. Modules on different technical and life skills have been prepared, based on tested ILO tools from other projects/countries. An important feature is the holistic package of services offered to the women in the informal economy, including the implementation of equal and minimum wages and a safe and secure working environment. To date, some 3,500 women have benefited and the validity of the approach has been established.
- ***Programme on promoting decent work and sustainable livelihoods for women workers in the informal economy in India:*** The aim of the programme, which started in late 2004, is to pilot test in four states an integrated strategy for improving the policy and legislative framework for the informal economy and for direct action to promote quality employment and income opportunities, extend social protection and enhance organization and voice in sectors with many women. The fully participatory nature of the programme is enabling the ILO to strengthen its role as facilitator in linking governmental actors, trade unions and employers' organizations to the poor women workers in the informal economy.
- ***Workers' education for integrating women members in rural workers' organizations:*** Women in rural workers' organizations have been organized as paid members into trade unions and further organized into self-help groups (SHGs). In the past one and a half years, some 177 SHGs were formed, increasing awareness and action on various issues, including child labour, HIV/AIDS, labour law, women's rights, government schemes and social security funds available for the rural poor. Some 400 women have also been assisted in income-generating activities, and an important spin-off effect is that they are now able to take collective action to demand their entitlements under various government programmes.
- ***Review of policy and regulatory environment for micro and small enterprises in Uttar Pradesh and programme for entrepreneurship development and productivity improvement:*** The report of the Special group on targeting 10 million employment opportunities per year of the Government of India Planning Commission refers to the ILO's demonstration and policy work on job quality in micro and small enterprises in clusters. With cluster development a priority, and at the request of constituents, the ILO's pilot model of cluster development is being extended to other clusters in India. Impact assessment of the training conducted based on ILO-developed tools and methodologies reported improved worker productivity and increased sales by some 30 per cent.
- ***Socio-economic empowerment of tribal people through the cluster level approach in Orissa:*** To promote employment for tribal people, a pilot cluster approach has been adopted. The aim is to facilitate the development of local capacities for entrepreneurship in sustainable self-supporting cooperative enterprises. The project links up with the state cooperative policy and the ILO Promotion of Cooperatives Recommendation, 2002 (No. 193). Local results are being shared at state and other levels for wider replication.

An important aspect of work on the informal economy is the improvement of statistics. The general discussion at the International Labour Conference in 2002 had extended the enterprise-based informal sector concept to a broader, job-based concept of employment in the informal economy.

The Seventeenth International Conference of Labour Statisticians in 2003 developed guidelines concerning this broadened definition – adding the concept of “informal employment” to that of the “informal sector”.⁶ The Office is assisting countries to improve the measurement of informal employment, based on this new definition. Similar work is under way in **Yemen** as part of a UNDP/ILO Labour Market Information Systems project.

Some Asian countries are also part of a cross-Office shared project on knowledge sharing to highlight good practices in relation to the informal economy issues of governance and macro policy, market access and productivity, representation and voice, and addressing vulnerabilities. This shared project on decent work in the informal economy is being implemented in close coordination with ILO activities relating to support for poverty reduction strategies.

Labour market information and employment services

A concerted effort has been made to improve labour statistics and labour market information for the region. One significant result unique to the region relates to the work of a task force on decent work indicators (box 2.6).

Box 2.6

Improving data on decent work

To monitor progress in decent work country programming and measure achievements and deficits in the different dimensions of decent work, it is crucial to have up-to-date and accurate information. Therefore, an initiative was launched to identify and measure a set of decent work indicators (DWI).

A task force on decent work indicators was set up in the Asia-Pacific region to: (i) assess the availability of basic information for the construction of DWI for the countries in the region; (ii) establish a regional DWI database; and (iii) provide technical advice and support to countries to develop national data compilation capacity. The task force had representation from the Regional and Subregional Offices and Headquarters, and functions in a truly collaborative manner. The task force noted that available labour force statistics in the Asia-Pacific countries currently yield limited information on DWI. It identified and agreed on an initial core set of 23 DWI that will be developed for the region, and also selected an initial list of countries for technical assistance through an ILO RBTC (Regular Budget for Technical Cooperation) project to develop and compile DWI; the list includes **Bangladesh, China, India, Indonesia, Islamic Republic of Iran, Pakistan, Papua New Guinea, Sri Lanka, Thailand** and **Viet Nam**. The initial list of DWI includes:

I. Rights at work

1. Child school non-enrolment rate 5-14 years.
2. Female share of employment in ISCO 1 (International Standard Classification of Occupations).
3. Complaints/cases brought to labour courts or the ILO.

II. Employment

4. Labour force participation rate.
5. Employment–population ratio.
6. Informal employment.
7. Number and wages of casual/daily workers (labourers).

⁶ See Final report of the Seventeenth International Conference of Labour Statisticians, Geneva, 24 Nov. to 3 Dec. 2003.

8. Youth unemployment rate.
 9. Youth non-activity rate.
 10. Unemployment rate.
 11. Employment by status of employment and branch of economic activity.
 12. Share of female wage employment in agriculture, industry and services sector.
 13. Labour productivity.
 14. Real per capita earnings (from National Accounts).
- III. Social protection**
15. Social security coverage (for wage and salary earners).
 16. Public social security expenditure (as per cent of GDP).
 17. Indicator of occupational injury (fatal/non-fatal).
 18. Excessive hours of work (> 49 hours per week).
 19. Low hourly pay rate.
- IV. Social dialogue**
20. Trade union membership.
 21. Number of enterprises belonging to employer organizations.
 22. Collective bargaining coverage rate.
 23. Strikes and lockouts.

The ILO continues to provide technical assistance to countries to update, review and improve labour force surveys and also to conduct and analyse specialized surveys. **Bangladesh** and the **Philippines** are taking part in an ILO pilot survey to test the measurement of a selected number of decent work indicators through national labour force surveys (box 2.7). In the **Arab States**, a pilot project to strengthen labour market information and establish a labour market indicators database has been launched. The project envisages the institution of an annual publication on Labour and Decent Work Trends in the Arab States, the first edition of which is scheduled for publication in December 2005. In **Yemen**, a Labour Demand Survey, the first of its kind, was undertaken with ILO technical assistance and UNDP support in 2003 (box 2.8).

Box 2.7

Collecting decent work statistics through labour force surveys

Two Asian countries, **Bangladesh** and the **Philippines**, are participating in a pilot survey to test the measurement of decent work through national labour force surveys using a representative sample of urban and rural households. The Philippines pilot survey was undertaken by the National Statistical Office in 2004 and the Bangladesh pilot survey is being carried out by the Bureau of Statistics in early 2005. In both surveys, the objective is to test the feasibility of collecting data on the quality of employment, unemployment and inactivity through labour force surveys with minimum additional questionnaire items and interviewing time. The main elements are the measurement of excessive hours of work for economic reasons, low hourly pay among time-rated wage and salary earners, informal employment (including work contract, paid sick leave, paid annual leave and employer's contribution to a social insurance scheme), membership in trade unions and other forms of social and professional organizations, reason for not attending school among children 5 to 14 years old, pension benefits among old-age economically active persons, job search among unemployed youth and employment of women

with school-age children. Results of the surveys will be discussed in an international seminar later in 2005, with the aim of preparing international guidelines on the subject for consideration at a future International Conference of Labour Statisticians.

Box 2.8

The Labour Demand Survey in Yemen

Results from the Labour Demand Survey, the first of its kind, conducted in **Yemen** in 2003, indicated that job creation in existing establishments is not likely to make a major dent in satisfying the 188,000 new jobs required per year to meet the annual net increase in the labour force from 2004-06. An implication is that the employment problem in Yemen should be addressed not only in terms of job growth in existing establishments, but also in terms of employment generation through enterprise creation on a massive scale. The survey data also point to the need to widen and strengthen vocational training programmes and specialized university education and to develop managerial and administrative skills through special training programmes – as these are the areas of skills shortages and gaps most reported by establishments, and perceived as the source of mismatch between education and occupation by graduate employees. The challenge ahead is thus enormous: not only are jobs required for the new entrants to the labour market every year, but also for the growing stock of unemployed, many of them young graduates and increasingly women. In addition, there is the need to improve the nature of existing jobs, particularly in terms of remuneration and productivity.

The Labour Demand Survey showed weak job performance and minimal creation of new establishments. In existing establishments, paid employment had actually decreased, mainly in trade and manufacturing. Relative employment gains were recorded in education, farming, fishing, mining, electricity, gas and water, financial and real estate services, and generally in the medium and larger establishments. Only 4.4 per cent of the establishments reported giving priority to female employment. A large fraction of establishments reported having difficulties filling their vacancies. The main obstacle was the unavailability of skilled labour. Other obstacles were the limited funds of establishments to hire new workers or the refusal of the terms of the contract by the worker. In addition to skills shortages, establishments reported skills gaps. Over 16 per cent of workers covered by the survey reported the need for training.

Source: F. Mehran: *An analysis of the results of the Labour Demand Survey of establishments in Yemen, 2002-03* (Geneva, ILO, 2004).

Also worthy of mention are the ILO-designed surveys on the school-to-work transition and youth employment. Results of the special surveys conducted in **Indonesia, Jordan, Sri Lanka** and **Viet Nam** have provided a sounder basis for understanding the problems young people face in making the transition from education and training to the labour market, and their aspirations and attitudes toward work and adulthood and, thereby, for designing appropriate youth employment programmes.⁷

An ILO/DANIDA programme is providing technical assistance to the Employers' Confederation of the **Philippines** (ECOP) to develop and institutionalize labour market information services. ECOP has been able to

⁷ See ILO: *School-to-Work Transition Survey Questionnaire Modules* (Geneva, ILO Gender Promotion Programme, 2003) and G. Sziraczki and A. Reerink: *Report of Survey on the School-to-Work Transition in Indonesia* (Geneva, ILO Gender Promotion Programme, 2004).

strengthen its organizational research capacity to conduct a corporate remuneration survey (over the last four consecutive years) and also a survey on collective bargaining (over the last two years). The information from these surveys is a new service that ECOP is now able to provide its members. ECOP has also been able to utilize the information collected through an ILO-supported national SME survey to establish the ECOP Productivity and Competitiveness Institute, which develops and implements enterprise productivity improvement schemes.

Results achieved in employment services are important because of the role they play in matching labour supply and demand and implementing active labour market policies. While progress can be reported for public employment services (box 2.9), there is no denying much still needs to be done. In particular, there is a growing need to address problems related to private employment services. For example, ILO work on protecting migrant workers, in particular women migrants going into domestic service in other countries, has emphasized the importance of proper guidelines for and monitoring of the operations of private recruitment agencies.

Box 2.9

Strengthening employment services

In **Afghanistan**, an ILO project has strengthened the capacity of the Ministry of Labour and Social Affairs and improved access to labour market services (placement, vocational guidance, counselling and labour market information) particularly for demobilized soldiers, vocational training graduates, women and the disabled. In a pilot phase in 2002-03, an ILO project established a small model employment office. Building upon the pilot, a new project has been implemented since May 2004 to establish employment services in Kabul and six provinces. Training was provided to staff of the Ministry of Labour and Social Affairs on the operation of employment services. Physical facilities for setting up the offices were also provided. Within the first two months of operation of the employment services in Kabul, more than 750 jobseekers were referred to non-government employers and more than 250 vacancies were notified to the employment services. The services are expected to be extended to nine provinces in 2005.

In **India**, the National Employment Service (NES) established some four decades ago, has been subject to significant changes, some for the purpose of meeting the needs of the large informal economy. The ILO responded to the Government of India's request for assistance by carrying out a detailed study of the NES (which has an all-India structure of some 938 employment exchanges, 17 vocational rehabilitation centres in 17 states, a Central Institute for Research and Training, several colliery exchanges and University Employment Information and Guidance Bureaus) and bringing together the relevant actors from central and state levels to ensure "buy-in" for the reform of the NES. The key results to date include:

- Commitment on the part of the Ministry of Labour and Employment and also state governments to bring about the required changes in the NES.
- Commitment by the Planning Commission to make efforts for the allocation of adequate resources for the process.
- Strengthened social dialogue processes.

In **Sri Lanka**, with the support of Norway and then the Swedish International Development Cooperation Agency (SIDA), a network of modern sourcing and delivery of jobs has been successfully set up as a public-private partnership. JobsNet is an ongoing three-year project of the Ministry of Labour Relations and Foreign Employment, managed by the Ceylon Chamber of Commerce and with technical assistance from the ILO. JobsNet delivers a comprehensive employ-

ment service through a transparent and merit-based system driven by information communications technology. The existing network covers the entire country with 17 centres.

More and better jobs

The examples of ILO technical cooperation for employment and income generation in the region are very many, diverse and innovative – from advisory services to formulate employment strategies and improve the policy and regulatory environment for enterprise development, to knowledge management (including the development, translation and publication of a wide range of ILO tools and methodologies),⁸ to action/demonstration projects. While it is clearly not possible to describe them all, some of the important results can be highlighted.

Firstly, since a conducive policy and regulatory environment is critical for the creation of quality jobs by micro and small enterprises (MSEs), policy reviews were carried out in **India**, the **Islamic Republic of Iran**, **Nepal** and **Pakistan** and a subregional meeting with representatives from the four countries was organized in Bangalore, India in 2003. While the review is still continuing in the Islamic Republic of Iran, policy inputs have been provided in India, Nepal and Pakistan to help ensure that the MSEs are not disadvantaged or hampered as a result of legislation and regulations. The reviews underscored the point that complex sets of rules and regulations do not help MSEs to comply with the legal requirements. Constituents were consulted on how labour laws are affecting the informality and growth of micro and small enterprises. Initial findings from some of these countries indicate that the laws themselves are not perceived to be responsible for non-compliance as much as the complex and time-consuming administration of the laws.

Many of the action/demonstration programmes have been replicated/adapted in several countries of the region and have had notable impacts on the quantity and quality of employment; some are highlighted in boxes 2.10 to 2.14. While gender concerns are mainstreamed in these activities, there are also projects that specifically target women workers, who tend to be disadvantaged or discriminated against and who make up the bulk of the poor (box 2.15). Box 2.16 summarizes some of the lessons learned and good practices from the projects under the ILO International Programme on More and Better Jobs for Women in countries such as **Bangladesh**, **India**, **Viet Nam** and **Yemen**.

Box 2.10

Start and Improve Your Business (SIYB)

In **China**, Start Your Business (SYB) training was first introduced under the ILO/Japan Regional Project on Strategic Approaches Toward Employment Promotion (ILO/PEP). The Ministry of Labour and Social Security recognized the SYB training as an effective way to promote small businesses which create self-employment as well as employment opportunities for laid-off workers from state-owned enterprises. After the Government announced in September 2002 that it would promote self-employment for laid-off workers, it requested the ILO to extend the SYB training. With the completion of the ILO/PEP project in 2004, UK-DFID is providing financial support for the extension of SIYB training. In its first year, the new programme is

⁸ See Appendix 7.

targeting 50,000 laid-off workers in state-owned enterprises in 14 cities. Linkages have been established between the training and financial services (credit guarantee and bank loans). Some of the graduates of the SYB training have organized themselves into “Business Starters Associations”, which are helping to give voice to these small entrepreneurs. Such associations are being replicated in various cities.

In **Jordan**, the SIYB project achieved institutionalization by selecting a focal point organization to coordinate the programme at the national level, together with three partner institutions and 29 certified trainers. Some 1,728 entrepreneurs have been trained, of whom 80 per cent are women. This is the first time that the ILO/SIYB package is available in Arabic with certified Arabic speaking trainers. Upon requests from **Lebanon, Qatar, Saudi Arabia, the Syrian Arab Republic** and the **United Arab Emirates**, SIYB training has been conducted by Jordanian trainers and monitored by the ILO. The training has targeted potential start-ups, women and business owners in various economic sectors. An Expand Your Business (EYB) programme has also been launched. Training has been provided to 44 managers/owners of 12 companies in key management areas and they have been assisted in terms of non-training interventions, including business and financial linkages and networking.

An SIYB project in Sri Lanka for the last five years has focused on strengthening business development services (BDS) providers in their capacities to assist entrepreneurs in establishing and improving their businesses. Thirty BDS organizations have worked with the ILO in training more than 6,700 entrepreneurs; these organizations have generated their own revenues and received a minimum of subsidies. The project has incorporated the concepts of financial, institutional and technical sustainability by making the training programmes self-sustaining and establishing SIYB Sri Lanka, a non-profit organization of BDS providers and master trainers. Higher-level training for EYB has also been introduced. There has been a great deal of emphasis on including a minimum of 50 per cent of women participants. A new project has now been agreed with the donor to not only strengthen BDS but also enhance the market for small enterprises through linkages to larger enterprises.

In **Viet Nam**, during the two phases of SIYB training (1998-2001 and 2002-04), 250 partner organizations, 756 trainers and 30 master trainers participated from 45 provinces. More than 22,200 potential and existing entrepreneurs (49 per cent women) participated in 826 SIYB workshops. In addition, more than 5,000 entrepreneurs took part in the special “IYB – On the Air” programme that delivered IYB distant learning education through live radio broadcasts in the Red River Delta and Mekong Delta. More than 6,000 new businesses and 25,000 new jobs were estimated to have been created by SIYB graduates. SIYB training is now institutionally, technically and financially sustainable. The SIYB project was handed over to the Vietnam Chamber of Commerce and Industry (VCCI) in May 2004 as a national SIYB programme. The Government has recognized SIYB as an effective business start-up programme and VCCI is receiving an annual grant from the Ministry of Finance to support the national network of training providers and to develop the market for SIYB training further. The SIYB programme has influenced both national policies and the national SME development plan, as seen in a recent 2004 decree on training support to SMEs, which reflects the SYB methodology and lists 1,400 SYB workshops as an output in the period 2006-08.

Box 2.11

GET Ahead for Women in Enterprise

Since 2001, the ILO has been bringing together business, gender and vocational skills training networks to address gender-related constraints in the informal economy. The GET Ahead training package was developed to promote the economic and social empowerment of women alongside men in enterprises. It

highlights essential entrepreneurial skills and addresses gender challenges of women and men engaged in starting or improving an individual, family or group business.

“Learning gender equality promotion by doing” is a good practice for ensuring that ILO constituents and other partners can provide better quality services to both men and women in self-employment. The newly emerging partnerships have proven to be mutually beneficial: business development service (BDS) networks gain gender expertise; vocational skills training systems become more market-oriented in their services for men and women; women’s organizations add entrepreneurial skills training to their advocacy and welfare service portfolio; and business associations and employers’ organizations increase their membership by reaching out to women in enterprise. Examples are:

- In **Cambodia**, the Asian Regional Programme for the Expansion of Employment Opportunities for Women (EOW) (see box 2.15 below) cooperates with the Ministry of Women’s Affairs, the Asian Development Bank (ADB), associations of informal economy workers, rural development NGOs and the business community in training at the decentralized levels.
- In the **Lao People’s Democratic Republic**, the Lao Women’s Union, the emerging Women in Business Association, the Ministries of Labour, and Industry and Handicraft, youth associations, and business and microfinance NGOs have joined hands, and provide integrated BDS services in provinces and villages with high incidences of human trafficking.
- In **Viet Nam**, the EOW and IPEC programmes and the ILO Mekong Subregional Project to Combat Trafficking in Children and Women (TICW) cooperate with the Vietnam Chamber of Commerce and Industries (VCCI), the Vietnam Women’s Union and a community empowerment NGO by providing GET Ahead training in three provinces.
- In **China**, the newly established Women Entrepreneurs’ Resource Centre (WERC) of the Chinese Enterprise Confederation (CEC) and the ILO are developing the Chinese version for use by many ILO partners at the decentralized levels.
- In **Thailand** and **Mongolia** the labour ministries, Women in Business networks and homeworkers’ and cooperative associations work together to disseminate this tool among their members and clients.

Source: S. Bauer, G. Finnegan and N. Haspels: GET Ahead for Women in Enterprise: Training Package and Resource Kit (ILO, Bangkok and Geneva, 2004). Khmer (Cambodian), Laotian and Vietnamese in print; Chinese, Mongolian, Thai and Vietnamese versions forthcoming. See the direct web link: www.ilo.org/public/english/region/asro/bangkok/library/pub4.htm .

Box 2.12

Employment-intensive and pro-poor public investments

The ILO, through its Employment-Intensive Investment Programme (EIIP), has long supported employment-intensive and pro-poor growth strategies and how these can be applied in public investment, particularly in the infrastructure and construction sectors. The ILO has helped to demonstrate that significant benefits can be gained from the use of labour-based technology in the construction of infrastructure works. These methods can be both technically and financially competitive – and they create at least three times as much employment as conventional capital-intensive methods. Development of infrastructure such as water supply, classrooms, health clinics and farm-to-market-roads can be effectively carried out by local contractors. The use of local contractors also means that it is likely that less capital-intensive techniques will be used and that labour will be recruited locally.

Clauses on labour standards, including minimum wages, non-discrimination, elimination of child and forced labour, safety and health and work injury insurance, can be introduced into contract documentation for small-scale contracting.

ILO ASIST-AP (Advisory Support, Information Services and Training for Asia and the Pacific) is the operational arm of the EIIP. It is concerned with mainstreaming poverty alleviation strategies through sustainable rural infrastructure development and strengthening local capacity to implement these strategies. The ASIST-AP approach is that the development of policies, strategies and programmes aimed at using infrastructure investments in the reduction of poverty implies more than just labour-based technology; a whole range of issues need to be targeted. ILO ASIST-AP has developed a strong collaboration with development finance institutions such as the World Bank and the Asian Development Bank, as well as with bilateral donors such as UK-DFID and SIDA (Sweden). ASIST-AP is currently operational in **Afghanistan, Cambodia, India, Indonesia, Lao People's Democratic Republic, Nepal, Philippines, Solomon Islands, Thailand, Democratic Republic of Timor-Leste** and **Viet Nam**.

At the upstream policy level, the ILO has been assisting governments in their efforts to institutionalize employment and local resource-based strategies. In **Indonesia**, ILO ASIST-AP has been successful in introducing the concept of "sustainable rural infrastructure development for poverty reduction and employment creation". It was also instrumental in the establishment of a Coordinating Team on Rural Infrastructure Development (CTRID), which is an interagency committee with members coming from different government ministries and departments. The concept of sustainable rural infrastructure development for poverty reduction and employment creation frequently appears in government, World Bank and ADB country reports, and has been integrated into Indonesia's PRSP. While this ILO work is clearly influencing the policies and programmes of the Government and main funding agencies, the exact impact on employment creation, income generation and poverty reduction still has to be assessed.

Source: See: www.ilo.org/asist .

Box 2.13

Improving productivity and competitiveness through employers' organizations

The **Bangladesh** Employers' Federation, in association with the ILO under a Norwegian funded project, has set up a cell to improve productivity and competitiveness at the enterprise level. A tool kit has been developed, covering analysis of the assets and processes in enterprises. Eight enterprises involved in pharmaceuticals, leather, batteries, beverages, lamps, textiles, furniture and consumer durables are involved in testing the tool kit. The tool kit has helped the enterprises to understand the factors that will assist them in remaining competitive. Good practices and success stories are being documented so that they can have a multiplier effect, not only in other enterprises, but also in the supply chain and their subcontractors.

Box 2.14

Improving job quality and productivity in production clusters

The ILO has been conducting a programme to improve job quality and productivity in Moradabad Brassware in **India**, where the results achieved have been

encouraging in terms of awareness and efforts in improving the working environment and business practices. Also encouraging has been the involvement of the local government agencies, larger enterprises, the trade association, the labour union, local training institutions and other NGOs in further working with the brassware workshop owners and women and men workers.

Since most of the workers in India are engaged in the informal economy, improving the working environment and business practices in hundreds of economic clusters scattered across the country has been an important measure in advancing the concept of decent work. The challenge posed by globalization also can be effectively met by enhancing productivity and competitiveness in the local clusters, which have been providing employment to the millions of workers. Therefore, the ILO has been examining several other clusters in India in terms of how improvements can be made. The Government has proposed to adapt, reproduce and make widely available the audio-visual training materials prepared on the Moradabad Brassware experience.

Box 2.15

EEOW: Activities and impact in Cambodia

The ILO/Japan Asian Regional Programme for the Expansion of Employment Opportunities for Women (EEOW) has been operating since 1997 to contribute to national efforts in poverty alleviation and to promote gender equality through the socio-economic empowerment of women. EEOW was first implemented in **Nepal** and **Indonesia** in 1997, followed by **Thailand** in 2000, **Cambodia** in 2001 and **Viet Nam** in 2002. The main project strategies include community-based activities targeting women and their families in low-income communities (such as supporting women's groups, raising awareness on gender relations, setting up savings and credit groups, providing skills training, improving market linkages and business support structures); capacity building of project partners in promoting gender equality and employment opportunities for women; and policy advocacy to promote gender equality in the world of work.

The main components of EEOW in **Cambodia**, 2001-06, are community-based pilot activities, capacity building for implementing partners, and policy participation/advocacy and networking.

In 2004, the pilot activities targeted 200 low-income women households as direct beneficiaries and 1,713 villagers as indirect beneficiaries in Siem Reap province, 400 workers in the informal economy in Phnom Penh municipality, 209 low-income female heads of households in Kandal province and 241 poor women in Takeo province. The pilot activities included the strengthening of traditional handicraft cooperative activities, women workers' rights training, gender-awareness training, literacy classes, village bank management training, training on improvement of crafts quality, marketing and pricing course, exposure trips to income-generating activities, small business management skills training, initiation of micro-credit schemes, establishment of village banks and a cow bank scheme.

The main impacts for the target groups of women have been: increased income earnings, increased gender awareness, increased confidence and self-assurance, and increased participation in community and social activities. For the implementing partners, the results have been in terms of improved project management skills, including report writing, improved management skills for microcredit schemes and improved training skills. Impacts have yet to be achieved at the policy level.

Box 2.16**Lessons learned and good practices for more and better jobs for women**

As a follow-up to the Fourth World Conference on Women, an ILO programme on More and Better Jobs for Women implemented projects in several countries, including **Bangladesh, India, Viet Nam** and **Yemen**, to enhance employment for women. Some of the main lessons learned and good practices are:

- The more detailed the socio-economic information base, the more realistic the action plan formulated and the more effective the implementation. Proper identification and description of the intended target beneficiaries at the start of the plan helps to appropriately focus activities and to ensure that the benefits actually reach those for whom they were intended (*Conduct participatory action research and gender analysis to ensure that culturally sensitive dimensions and critical gender issues are identified, discussed with stakeholders and taken into account*).
- The active participation and endorsement of all stakeholders at all levels is critical throughout all stages of the action plan cycle. Stakeholder support, facilitation, accountability and responsibility are critical for success. Stakeholders should be encouraged to contribute in services, facilities, networks, in-kind human resources and financial support (*Initiate or use established social dialogue processes. Involve workers' and employers' organizations in all stages of formulation, implementation, monitoring and evaluation. Entrust them with well-defined responsibilities, so as to strengthen their sense of ownership and commitment*).
- The most successful action plans are those that evolve as opportunities open up, the stakeholders are ready or the circumstances become conducive for coherently adding new components of decent work. An "integrated" approach to decent work does not have to mean that all components have to be implemented at the same time (*Periodic monitoring should identify the emerging needs, gaps and opportunities. Take advantage of "entry points" to introduce new components of decent work*).
- The demonstration/pilot schemes that have high visibility and impact can act as catalysts for change and have the potential to influence national policies and programmes (*Develop an explicit advocacy strategy for showcasing the results*).
- The action plans can be sustainable only when the know-how and show-how have been incorporated into national policies and programmes (*Take advantage of the heightened awareness and capacity of stakeholders and the outcomes of the demonstration schemes to engage policy-makers in the review and formulation of national policies and programmes. From the outset, set up structures and arrangements for knowledge gathering and dissemination*).
- A proper economic opportunity identification (EOI) exercise linked to local economic development objectives has proven to be a cornerstone of success. Training, credit, business support services and other facilities to be provided should be based on the results of the EOI (*Conduct an EOI prior to any skills training. The training should be focused on equipping the intended beneficiaries with the necessary knowledge and specific skills to translate the identified opportunities into realities*).
- Activities to support women in group production or the development of a production cluster tend to have more sustainable employment creation potential than activities that focus only on promoting individual entrepreneurship (*Do not stop at training in entrepreneurship development or support to individual women to develop business plans. Help the women to organize themselves into groups that are able to develop production clusters, move*

up a production chain, “create” a market, take advantage of bulk purchase of supplies, etc.).

- Successful and sustainable employment generation schemes are those that result in effects that spread from the original group of intended women beneficiaries to others in the community and promote local economic development (*Identify the upstream and downstream linkages in production clusters or value chains. Promote employment-generating activities that have such linkages, so that benefits spread and there are multiplier effects in the local community*).
- It should never be a job at any price. Job quantity and job quality can and should go together. The plans have demonstrated that measures to promote OSH, proper working conditions, prevent harassment, promote representation and voice do increase productivity (*Provide not only training in technical skills but also awareness raising on fundamental principles and rights at work*).
- Poor women need an integrated package of supports and resources to create more and better jobs for themselves and others. The sequence and timing of the different components of the package are very important. Also, and very critically, they need a supportive environment that is gender-sensitive and responsive (*Help women to build networks for sharing experiences and expose them to ways of translating what they can do into what they can sell*).
- Group formation, skills training, microcredit and business support services are not enough for sustainable employment and income generation. Without access to markets, whether local, national or international, for the products of the poor, such activities cannot be sustained. Market access is key to working out of poverty.

Promoting decent work throughout all stages of life

In implementing decent work and fighting poverty, the ILO has been emphasizing the importance of adopting a life cycle approach.⁹ From childhood to old age, every individual should have a fair chance to fully develop and utilize his/her potential and be able to make smooth transitions from one stage of life to the next. To break the cycle of poverty that traps individuals from one generation to the next, it is critical to ensure that disadvantages, discrimination or exploitation encountered at one stage of life are not exacerbated in the next and that advantages or potentials realized at one stage are not lost in the next. It is also critical to provide security against contingencies such as sickness, accident, death of the main breadwinner, disability, old age, maternity and unemployment that make individuals, families and communities vulnerable to poverty.

Giving children a proper start in life

Recognizing the importance of giving children a proper start in life and investing in the human resources of the future, ratifications of the Minimum Age Convention, 1973 (No. 138) and Worst Forms of Child Labour Convention, 1999 (No. 182) have increased in the region.¹⁰ Efforts to combat child

⁹ See ILO: *Working out of poverty*, Report of the Director-General, International Labour Conference, 91st Session, Geneva, 2003.

¹⁰ See Appendix 4 for list of ratifications of core Conventions in the region.

labour have also been given additional impetus by the Millennium Development Goal No. 3 of achieving primary education for all by 2015.

The Thirteenth Asian Regional Meeting had taken note “of the significant expansion of the International Programme on the Elimination of Child Labour (IPEC) in the region and of the remarkable results achieved in some countries”. Since the Thirteenth Asian Regional Meeting, the expansion of technical cooperation on child labour continues to be significant due to continued global support for the issue. IPEC targets have also become much more ambitious, especially with the national Time-Bound Programmes (TBPs) to eliminate the worst forms of child labour. Therefore, for the Fourteenth Asian Regional Meeting, there are many more results to report on. A summary of results is presented in Appendix 5, while boxes 2.17 to 2.20 describe some major initiatives and achievements. The IPEC experiences offer lessons and good practices for addressing related and broader challenges, including poverty reduction, Education for All (EFA), trafficking and bonded labour which affect not only children but also adults, in particular women.¹¹

Box 2.17

A child-labour-free zone in Indonesia

In 2002, Kutai Kartanegara District located in East Kalimantan, **Indonesia**, declared its region as a Child Labour Free Zone (CLFZ). The declaration is another milestone towards eliminating child labour in Indonesia. It represents an innovative approach of collaboration between central and district governments and the ILO to combat child labour in the country. The declaration is the first of its kind in Indonesia and worldwide. As a CLFZ, Kutai Kartanegara District proclaims that by the end of the first five years (2007), there will be no child labourers below the age of 15 years, including the worst forms of child labour for children of less than 18 years. By the end of the second five years (2012), all children below the age of 18 years will have access to 12 years of compulsory basic education. This commitment was endorsed by District Regulation No. 9/2004.

Considering Indonesia’s vast geographical area, large population and different socio-economic levels, it is difficult for the Government to implement programmes for the elimination of child labour at the national level. Consequently, efforts for the eradication of child labour are being concentrated on limited geographical areas with programmes linked to other development programmes, such as poverty reduction, education for all and human resource development programmes.

As part of its commitment to the implementation of the CLFZ pilot programme, the ILO undertook a rapid assessment in April 2002. The outcome of the rapid assessment was presented to local stakeholders in early 2003, which contributed to the development of the Strategic Plan on the Child Labour Free Zone (2003-07). Under its Decent Work Country Programme for 2004-05, the ILO has identified a number of technical programmes to support implementation of the Strategic Plan:

- Familiarization of district government agencies, employers’ and workers’ organizations, NGOs and local, provincial and national media with the CLFZ programme.
- Development of a programme for implementation, including the formulation of child labour monitoring and a database.
- Development of advocacy and socialization materials.
- Facilitation of coordination with relevant national agencies.

¹¹ See also the report prepared for the Fourteenth Asian Regional Meeting: *Combating child labour in Asia and the Pacific: Progress and challenges*.

Box 2.18**IPEC in Thailand: A maturing programme**

The IPEC strategy in **Thailand** has been to set up a national operation mechanism linking grassroots level action and national policy discussion, as well as strengthening institutional capacity to address child labour issues. This has contributed significantly to the maturing of the national child labour movement, involving the Government, workers' and employers' organizations and civil society groups. Thailand ratified Convention No. 182 in February 2001 and Convention No. 138 in May 2004. The ratification of Convention No. 182 led to the formulation of the National Plan of Action on the Worst Forms of Child Labour in 2003, which is pending Cabinet approval. In 2003, the Government also issued a promotional instrument, the Thai Labour Standards (TLS), aimed at improving labour protection, including eliminating child labour, in small and medium-sized enterprises.

IPEC and its partners have helped strengthen the capacity of provincial organizations. In the province of Phayao, IPEC and other national organizations achieved the Phayao Integrated Plan to Combat Girl Trafficking. The Governor of Phayao, which is a sending area of young girls into prostitution, stated: "our work is part of the overall provincial strategy on poverty reduction and building human capital. We cost share the project implementation between the government budget, the governor CEO budget and the budget of the ILO. We work in close collaboration with families, communities and the NGOs".

The Employers' Confederation of Thailand (ECOT) is a partner of IPEC-Thailand. Under an action programme from 1999-2001, ECOT worked closely with Pranda Jewellery Public Company to show how an employer and child workers could benefit from the appropriate employment of child labour. Pranda avoided a widespread practice in the industry of hiring workers as young as 12 years of age; it has a strong policy that nobody younger than 15 years, which is the legal age in Thailand, should be hired. Each year, Pranda trains over 100 young people, who then become company workers, if they so choose. Pranda has gained the reputation of a first choice employer in the region, helping the company to find talented workers who help it to stay ahead of the competition. The elimination of child labour has become one of Thailand's export promotion strategies.

The National Confederation of Thai Labour (NCTL) has developed a close partnership with IPEC-Thailand. As a result, a special child labour and women's desk was established, featuring a regular annual discussion within the NCTL board. NCTL focuses primarily on providing assistance to children at risk and their parents.

The maturing national child protection movement has made the elimination of child labour and anti-trafficking in children and women for sexual and labour exploitation national priorities. Government agencies at all levels have set significant budget aside for children- and trafficking-related activities. Thailand's political commitment and expertise in the elimination of child labour and child trafficking have led to adjustments in the Thailand-ILO/IPEC Programme: activities are co-funded and Thailand itself provides technical support to other countries, particularly the Mekong countries.

Box 2.19**INDUS Child Labour Project**

This large technical cooperation project (US\$40 million) is jointly funded by the Ministry of Labour and Employment and the Department of Education, Government of **India** and the **United States** Department of Labor. The project is a concerted

effort to develop sustainable models for a future without child labour.¹² It complements the Government's large programme to progressively eliminate child labour and seeks to provide all children with the inalienable right to education and childhood, by enlisting the support of relevant government ministries and departments at the national, state and local levels, employers' and workers' organizations, NGOs and civil society institutions. What is significant is that the Government of India is an equal 50 per cent partner in terms of financial contribution, reflecting its commitment towards the cause of the elimination of child labour.

The project is being implemented in five districts each in the states of Madhya Pradesh, Maharashtra, Tamil Nadu and Uttar Pradesh. It also covers a number of districts of New Delhi. The sectors of hazardous child labour identified for focus on a priority basis are: hand-rolled bidi cigarettes, brassware, handmade bricks, fireworks, footwear (leather, rubber, plastic), hand-blown glass bangles, handmade locks, hand-dipped matches, hand-broken quarried stones and hand-spun hand-loomed silk thread, yarn and fabric.

In total, 80,000 children are targeted. The direct beneficiaries in each district are:

- Young child workers (5-8 years), who will be directly enrolled in regular schools.
- Older child workers (9-13 years), who will be provided with transitional education and support services.
- Adolescent workers (14-17 years), who will be provided with vocational training.
- Parents of working children, who will be organized into self-help groups and later provided with skills for additional income generation.

Box 2.20

Child labour: Some quantitative achievements

IPEC programmes in Bangladesh reported the following main achievements for 2001-04:

- 60,285 child workers, their siblings and their parents benefited directly or indirectly.
- User-friendly databases were developed which can retrieve the profile of each child (family information, child education, working conditions, health, socio-economic conditions) for use in tracking child labour.
- 549 multi-purpose educational centres were established. A total of 49,024 children attended non-formal education classes, of which 17,564 were mainstreamed into formal schools, 5,468 children between 13 and 15 years received pre-vocational training and 6,400 children between 13 and 17 years received vocational training in various trades.
- 35,287 children received moral and value counselling and health-care services.
- 33,377 working children were withdrawn from hazardous work.
- 2,935 workplaces in the informal economy in Dhaka city have remained free from child labour after a gradual removal process of children engaged in the worst forms of child labour.

¹² A recent review, *ILO: A decade of ILO-India partnerships: Towards a future without child labour 1992-2002* (New Delhi, 2004), shows that many of the building blocks to achieve the effective abolition of child labour are in place in India.

- On the prevention front, 5,336 young siblings of working children enjoyed pre-schooling and recreational facilities and receive preventive health-care services at the multi-purpose centres.
- 138 employers from bidi and brick/stone breaking industries declared their factories/sites as child labour free.
- 110,000 rural residents were reached by the Theatre for Awareness on Child Trafficking.

Facilitating the transition from school to work, promoting youth employment

Delegates at the Thirteenth Asian Regional Meeting had rightly expressed particular concern over the high and rising level of youth unemployment. Between 1993 and 2003, the youth unemployment rate rose from 4.8 to 7.0 per cent in East Asia, from 8.8 to 16.4 per cent in South-East Asia and from 12.8 to 13.9 per cent in South Asia.¹³ Youth unemployment rates in the Arab States were the highest in the world, at 25.6 per cent in 2003.¹⁴ Youth unemployment rates are between three to six times higher than adult rates. Yet youth unemployment is but the tip of the iceberg. Most young people cannot afford the luxury of being openly unemployed. Without families that can support them or with families they have to support, young people often have no choice but to find whatever work and source of livelihood they can. They tend to be underemployed, concentrated in the informal economy and make up the bulk of the working poor. Young women tend to fare worse than young men both in terms of unemployment and underemployment.

The problem of unemployment and underemployment of young people is also highlighted in the Millennium Declaration, which resolved to “develop and implement strategies that give young people everywhere a real chance to find decent and productive work” (paragraph 20). The United Nations system placed this commitment in the framework of the MDG (Target 16) on global partnerships for development, to be implemented through partnerships between governments, employers, workers and civil society, the business community, and young women and men themselves. The Secretary-General of the United Nations, together with the Director-General of the ILO and the President of the World Bank, initiated the Youth Employment Network (YEN). The ILO has taken the lead in organizing the work of the YEN and hosting its secretariat. The ILO’s lead role in the YEN has provided it with the opportunity to build international consensus on decent work for young people and to influence the international agenda with a comprehensive strategy on employment. The ILO Governing Body has also given strong endorsement to the work on youth employment. It approved the Tripartite Meeting on Youth Employment: The Way Forward in October 2004 in Geneva¹⁵ and a general discussion based on an integrated approach to youth employment at the 93rd Session of the International Labour Conference in June 2005.

In December 2002, the United Nations General Assembly adopted a resolution on promoting youth employment, which calls upon member States to prepare national reviews and action plans on youth employment

¹³ Refer also to data on the size of the youth population in the region cited in Chapter 1.

¹⁴ ILO: *Global Employment Trends for Youth* (Geneva, 2004), p. 8.

¹⁵ See ILO: *Starting Right: Decent work for young people*, background paper, Tripartite Meeting on Youth Employment: The Way Forward, Geneva, 2004, and also ILO: *Conclusions of the Tripartite Meeting on Youth Employment: The Way Forward*, TMYEWF/2004/7.

and to involve youth organizations and young people. The YEN lead countries in the region in this effort are **Indonesia**, the **Islamic Republic of Iran** and **Sri Lanka**. The ILO has been helping these countries to develop their national plans of action on youth employment (box 2.21). Given the very high levels of youth unemployment in the Arab States, the ILO has also been active in helping these countries to address the problem (box 2.22).

Box 2.21

Indonesian Youth Employment Action Plan (IYEAP)

In **Indonesia**, the proportion of unemployed/underemployed was 52.7 per cent of the total youth population in 2003. The unemployment rate was 25.5 per cent for young men and 31.5 per cent for young women. Young people were four times more likely to be unemployed than adults.

In 2002, Indonesia volunteered to become a lead country in the global Youth Employment Network (YEN). The Indonesian Youth Employment Network (IYENetwork) was inaugurated on International Youth Day 2003. A year later on International Youth Day 2004, the IYENetwork unveiled a national plan of action for youth employment (IYEAP). To ensure that young people's views were included in the IYEAP, a series of "youth for youth" consultations were held in three regions and the results compiled. The action plan reflects the recommendations of the High-Level Panel of the YEN and its focus on preparing youth for work, creating quality jobs for young women and men, fostering entrepreneurship and ensuring equal opportunities. Its theme – unlocking the potential of youth – neatly sums up these aims. The key policy recommendations include making education both affordable and high quality, developing a national skills qualification framework and strengthening the network of vocational education and training centres, building bridges between educational institutions and business, and improving the readiness of school leavers for the labour market.

In addition to developing the action plan, the IYENetwork has a range of other initiatives which receive technical support from the ILO through a project funded by the Government of the Netherlands on Youth Employment in Indonesia: Policy and Action. This project is part of a larger regional support programme that also provides technical assistance to **Viet Nam** and **Sri Lanka**. The ILO's Start Your Business (SYB) programme and other materials have been translated into the official language and adopted for use in vocational secondary schools. A Guide for Youth Seeking Work has been developed, based on the results of a school-to-work transition survey conducted in 2003. There is also a Mentors' Guide for parents, teachers and other supporting adults. The two books are designed to be readily available to every young person interested in understanding how to match their skills with employment opportunities.

Box 2.22

Regional Tripartite Meeting of Experts on Youth Employment in the Arab States

Tripartite delegations from 16 **Arab States**, as well as representatives of international (including the International Confederation of Free Trade Unions and the International Organisation of Employers), regional and Jordanian organizations, a group of young people from Jordan, local academia and ILO specialists and constituents met in Amman, Jordan, in April 2004.

The two working groups of the meeting, which also benefited from the involvement of youth participants, generated a set of recommendations on policies

for promoting youth employment and generating national plans of action. The proposed measures to reduce youth unemployment include:

- Establishment of an Arab labour market database.
- Preparation of an action manual for decision-makers.
- Focus on country-level initiatives, such as convening national youth employment meetings that would bring together young people with policy-makers and employers' and workers' organizations to agree upon effective youth employment measures. The conclusions and recommendations could be used by decision-makers in preparing national action plans on youth employment in cooperation with the social partners and youth organizations. An Arab fund could be established to finance the implementation of these plans.
- Eventually bringing together such initiatives to forge a Youth Employment Network for the Arab Region.

Since that meeting, work has begun in several countries to operationalize the recommendations. For example, an ILO pilot project has been launched to establish a Labour Market Indicators database for the Arab States; and a Youth Employment Conference for Lebanon is planned for 2005 in collaboration with the United Nations Inter-Agency Task Force (UNIATF) on Youth in Lebanon.

An ILO/Japan Regional Project on Youth Employment in Asia and the Pacific which began in 2001 served to catalyse interest and action in the region. Country studies on youth employment were conducted in **Australia, Hong Kong (China), Indonesia, Japan, Papua New Guinea, Sri Lanka, Thailand** and **Viet Nam**. National workshops were also held in Hong Kong (China), Viet Nam, Sri Lanka, Thailand, Indonesia and Papua New Guinea. These culminated in an ILO/Japan Tripartite Regional Meeting on Youth Employment in Asia and the Pacific held in February/March 2002 and a published report.¹⁶

In **India**, an important component of promotional work on youth employment was the high-level Asian Summit on Youth Entrepreneurship and Employment held in October 2003 with international participation. While India is not one of the lead countries for the YEN, the event organized by the Bharatiya Yuva Shakti Trust, an Indian youth business NGO, the Government of India, the Confederation of Indian Industry and the Youth Employment Network, brought together national and international actors, including the Prime Minister of India and representatives of the YEN High-Level Panel. The Summit discussed, among other things, partnership between business, government and civil society, youth entrepreneurship and the importance of YEN in meeting the MDGs.

In **Viet Nam**, the ILO provided technical support for a survey in 2002 which highlighted the problems young women and men face in making the transition from school to work. A bipartite meeting on youth employment was held in Hanoi in January 2004 with the participation of the Vietnam Chamber of Commerce and Industry (VCCI), the Vietnam Cooperative Alliance and the Vietnam General Confederation of Labour. As a result of this meeting, the VCCI requested that the ILO guide for employers on promoting youth employment¹⁷ be translated into Vietnamese for dissemination to employers. The ILO has also been collaborating with the United Nations Country Team (UNCT) on a project called "Young Viet Nam", which has

¹⁶ ILO: *Report on the ILO/Japan Tripartite Regional Meeting on Youth Employment in Asia and the Pacific*, Bangkok, 2002.

¹⁷ See ILO, *Meeting the youth employment challenge: A guide for employers* (Geneva, ILO, 2001).

four components: small grants for youth participation; advocacy on policy matters; a position paper and a mass media initiative. Together with the UNCT, the ILO drafted a discussion paper entitled *Challenges to youth employment in Viet Nam*. ILO inputs on youth employment were acknowledged in the national MDG report *Closing the Millennium Gaps* and also in the Common Country Assessment (CCA). In ongoing programme activities on promoting youth employment in Viet Nam, funded under the Netherlands Partnership Programme, a principal partner is the National Youth Committee of Viet Nam that has inter-ministerial participation; its secretariat is located in the Viet Nam Youth Union.

Human resource development for a productive working life

The conclusions of the 2001 Asian Regional Meeting noted that “multi-skilling, skills training and upgrading are crucial to enhancing access to employment and improving productivity and competitiveness in the global economy. The rapidly increasing reliance on information and communication technology and a general trend towards knowledge-based economies require a more educated, skilled and adaptable workforce”. The delegates noted that “education systems and skills training should be linked to market demand through improved labour market information and labour market analysis”.

The ILO has been helping constituents to improve training and skills development in two main ways.¹⁸ First, it has launched a major drive to help constituents rethink human resource development policies. In partnership with the United Nations Educational, Scientific and Cultural Organization (UNESCO), the ILO is seeking ways to ensure that expansion and reform of school systems are linked to a strategy for improving the skills needed for a productive working life. In the **Arab States**, for example, the ILO has helped to achieve positive results in the progressive reform of vocational education and training (VET) systems towards a more demand-driven approach and greater flexibility in training programme design and delivery (box 2.23).

Box 2.23

Enhancing skills and employability in the Arab States

In the **Arab States**, technical cooperation projects have applied the ILO’s Modules of Employable Skills (MES) and a large number of trainers have been trained in MES methodologies. The MES have been used in the reform of vocational education and training (VET) systems. Some of the main achievements are as follows:

- Extensive advisory and training services provided during the last two years have contributed to the enhancement of national VET reforms and qualification frameworks in **Bahrain, Iraq, Jordan, the occupied Arab territories and Oman**.
- Initiatives to mainstream training and retraining for young people, the unemployed and other most vulnerable groups were adopted in **Bahrain, Iraq, Jordan, Lebanon, the occupied Arab territories, Oman and Yemen**.
- Various training manuals, concept papers and modular training packages for priority occupations were developed, and several translated into Arabic. These have contributed to ongoing technical cooperation projects in **Iraq, Jordan and the occupied Arab territories**, as well as to the establishment of

¹⁸ See ILO: *Working out of poverty*, Report of the Director-General, International Labour Conference, 91st Session, Geneva, 2003, pp. 38-42.

a knowledge base at the ILO Regional Office in Beirut and in several other countries in the region.

- A new modified concept of the MES was developed in close collaboration with international strategic partners for introduction and application in the Arab States.
- Several training for trainers workshops on the introduction and application of advanced MES were conducted in close collaboration with the International Training Centre of the ILO, Turin. These workshops were key components in technical cooperation activities in **Iraq** and **Jordan**.
- A comprehensive vocational education and training scheme was developed in close collaboration with ILO-IPEC, which includes training methodologies, tools and guidelines that support pre-employment training activities for 14-17 year old boys and girls through pilot programmes under ongoing IPEC projects in the Arab States.
- A web-based platform with an information database for the networking of Arab vocational training providers and experts was designed to: (a) exchange information and experience in VET design and delivery; (b) promote the concept of employment-oriented modular training; (c) provide a knowledge and resource base for employment-oriented modular training programmes and didactic materials; and (d) provide advisory services to countries and institutions advocating and introducing competency-based modular training.

The distinction between “education” at school or in colleges and universities and “training” at work or through separate skills formation institutions is becoming blurred. Training is no longer a once-and-for-all investment at the beginning of working life, but is a process of lifelong learning in which skills are constantly renewed and adapted. The foundation of a lifelong learning approach to training is learning how to learn. What people need are core work skills that equip them for a wide variety of potential jobs. However, it remains a major challenge to reorient policies for education and training to focus on the needs of working people, especially the poor and excluded. An important milestone was the adoption of a new instrument, the Human Resources Development Recommendation, 2004 (No. 195) that calls on governments, employers and workers to renew their commitment to lifelong learning and that sets out guidelines for human resource development, education and training policies that facilitate lifelong learning and employability.

Second, the ILO has been working on the ground in a number of countries to develop new techniques for delivering skills training, especially to those in the informal economy, the poor and the socially excluded. In **India**, for example, an ILO project funded by the United States Department of Labor (US-DOL) has extended vocational training services to poor women in urban slums through the institutionalization of non-formal training in government programmes, institutes and community structures. The project has prepared and tested modules of training for different skills and has enhanced the capacity of selected NGOs and training institutions to deliver training to women in the informal economy using these modules. The modules combine skills training with awareness raising on gender issues, health and nutrition, HIV/AIDS prevention, etc. In countries such as **Bangladesh** (box 2.24), **Pakistan** and the **Philippines** (box 2.25), community-based training has been effective in promoting employment. In **China**, distance learning has been promoted to improve access of the poor and marginalized to skills development (box 2.26).

Box 2.24**Community-based training: New options for poor rural women**

Bangladesh is one of the countries where the ILO's Community-based training (CBT) methodology for employment and empowerment: A gender responsive implementation is being adapted and piloted under a UNDP-funded project.

Under way since June 2002, the UNDP-funded project targets 1,200 poor rural women in four regions of the country. It aims to strengthen the capacity of the Bureau of Manpower and Training (BMET) and the technical training centres (TTCs) to apply the CBT methodology, respond to the training and employment needs of poor rural women and to do this in partnership with NGOs and the private sector. It focuses on providing market-oriented training to poor rural women and on creating a gender-sensitive environment at the community and institutional levels. It introduces flexible integrated curricula that comprise training in confidence building and gender awareness, and in technical and business skills. It also facilitates post-training services and critical linkages between rural women, the business community, prospective employers, NGOs and microfinance institutions for access to markets, credit and new workplace opportunities.

Through the comprehensive CBT strategy, women are entering into trades and occupations, many of which are non-traditional and technology-related, such as metal fabrication, electrical house wiring, repairs of domestic appliances and poultry vaccination. Of the 700 women graduates, 82 per cent are engaged in micro-enterprises and self-employment and another 6 per cent in wage employment. Many of these women are earning cash income for the first time. The institutional capacity of the BMET has been developed – there are five TTCs, four provincial offices and eight partner NGOs. A total of 97 men and 93 women have been trained as trainers. A CBT manual for Bangladesh has been prepared to document experiences and best practices for sharing with other projects. The challenge that remains is to ensure that the grass-roots CBT experience impacts and influences national policies on training and employment so as to have wider impact and sustainability.

Box 2.25**Training for rural economic empowerment (TREE)**

An ILO/US-DOL project aims to contribute to lasting peace and development in the Autonomous Region of Muslim Mindanao (ARMM) in the **Philippines** by providing assistance to poor and disadvantaged sectors in expanding their economic opportunities and income security through workforce training and employment creation.

The project prepared five manuals/guidelines for training that incorporate Islamic principles and values. It also pilot-tested and validated a community-based training (CBT) methodology, Training for Rural Economic Empowerment (TREE), and completed a study for the operationalization of three special training centres. The implementing partners in the project include the ARMM, regional offices of the Department of Labor and Employment (DOLE), the Technical Education and Skills Development Authority (TESDA), the Department of Social Welfare and Development (DSWD), the Regional Commission for Bangsamoro Women (RCBMW), the Regional Planning and Development Office (RPDO) and also NGO partners.

The project trained 514 beneficiaries (48 per cent of whom were female) in vocational and entrepreneurial skills. Some 99 per cent of trainees successfully passed training. Some 80 per cent of the graduates found employment, many through self-employment, and have been able to increase their monthly incomes by

about 28 per cent. Some 15 corporate community groups (credit and savings groups) were created, and five participated in an experimental profit-and-loss sharing scheme that accords with Islamic law. The project strengthened the implementation capacity of all eight partners and has also been able to influence sub-national/provincial policies. Critical ARMM institutions have adopted the project methodology, for example the DSWD has rewritten a set of guidelines for its own poverty alleviation programmes based on the project TREE methodology, and the TESDA has also revitalized training programmes based on the TREE experience. Another significant aspect of the results achieved by the project is the active involvement of the partner organizations, with each agency taking on the task of coordinating one component of the project. The project has also served as an entry point for the convergence and integration of similar ongoing ILO initiatives in Mindanao. It spearheaded coordination with the ILO Project on Community Enterprise and Entrepreneurship Development, ILO-IPEC on child soldiers and the Time-Bound Programme on the Worst Forms of Child Labour.

Box 2.26

Distance learning for the poor and marginalized

In August 2002, a High-level National Conference on Vocational Training in **China** recommended action on distance learning, which had been identified by the State Council as a priority in developing the skills of the workforce. In response, the Ministry of Labour and Social Security (MOLSS) and the China Employment and Technical Training Instruction Centre (MOLSS/CETTIC), together with the ILO, proposed a project for poverty alleviation through the establishment of an enhanced distance learning and training network in a number of less-developed western and central provinces. The project aims to establish demand-driven distance learning and training systems that provide target groups (unemployed/laid-off men and women, young people, people with disabilities and those from minority groups) with access to learning and skills development programmes that will increase their opportunities for decent work. The project provides distance learning and training services through establishing and supporting networks of trainers and facilitators in a wide range of fields – domestic service, language training, core work skills, entrepreneurial skills, accounting and other highly technical fields.

To assist implementation of the project, the ILO made available financial resources to support a pilot, preparatory assistance phase during which extensive consultations were held with major stakeholders, provided initial training to key project counterparts, developed courses in selected identified areas and implemented pilot testing of methodologies. Additional funds and resources were also made available by the Ministry of Labour and Social Security to match the ILO contribution.

As a first step towards a national distance learning and training network throughout **China**, the project will establish an enhanced distance learning and training network linking more developed areas such as Shanghai and Shenzhen (Special Economic Zone) with the poorer provinces of Guizhou, Hunan, Sichuan, Xingjiang and Inner Mongolia. CETTIC coordinates and maintains the network and uses its own capacity and resources to design and develop distance learning materials and programmes as well as to train trainers/facilitators.

The ILO Asian and Pacific Skill Development Programme (APSDEP) continues to play an important role in strengthening the capacity of member States in the field of technical and vocational education and training. Box 2.27 illustrates some of the main activities undertaken by APSDEP in 2003-04,

with the collaboration of partner organizations and technical support from ILO specialists.

In an effort to provide better services to ILO constituents, a proposal has been developed to reform APSDEP so that it is fully and distinctly integrated into a strategic framework for skills development in the Asia-Pacific region.¹⁹ ILO Offices at the headquarters, regional and subregional levels, including the ILO Turin Centre, jointly agreed on a strategic framework for skills development in Asia and the Pacific that will translate into a single consolidated annual workplan developed by a technical advisory committee. The consolidated work plan will include the specification of the respective roles of the various units and will clearly set out the contribution of each unit. It is into this programmatic framework that APSDEP will fit. The focus of APSDEP will be on meeting regional needs in skills development, developing networks of institutions that have specific areas of expertise and using these networks to provide technical inputs to the regional programme, promoting inter-country cooperation through partnerships between key member institutions, developing and maintaining a dynamic and interactive website to promote networking among training institutions and serving as a repository and disseminator of information on skills training.

Box 2.27

APSDEP: Promoting human resource development

To strengthen the capacity of member States in the field of technical and vocational education and training and to promote human resource development, the Asian and Pacific Skill Development Programme (APSDEP) undertook the following main activities in 2003-04.

Research and product development

- Instructional material for managing vocational training institutions: A 12-module handbook designed as self-instructional material is being produced in both hard copy and CD-ROM.

Knowledge sharing

- ILO Regional Tripartite Meeting on Lifelong Learning in Asia and the Pacific: Senior officials with responsibilities for human resource development in government and workers' and employers' organizations from 15 countries engaged in analytical discussions on lifelong learning policies and programmes.
- Expert Meeting on Skills Development for Economic Empowerment and Poverty Alleviation, using the community-based training (CBT) methodology: The aim is to review the experience and lessons learned in the implementation of CBT in six countries with a view to improving the methodology for alleviating poverty in the region.

Networking and partnership

- ILO/APSDEP/UNESCO Joint Initiative on Review of National Learning and Skills Policies: The aim is to bring vocational education and training policies which are normally under ministries of education and skill development policies which are normally under ministries of labour more in line with each other.
- Korea Research Institute for Vocational Education and Training (KRIVET), ILO and APSDEP Technical Consultation on Mobility of Skills in Asia: To improve understanding of the mobility of skills across countries in the region.

¹⁹ The proposed reform also attempts to take into account the results of a survey completed in mid-2004 among ILO constituents on the impact of APSDEP activities.

Training courses

- Training course on computer-aided instruction: Designed and executed by the Seoul Institute for Vocational Training in Advanced Technology to equip 20 vocational training instructors from five countries with knowledge for using computer technology for instruction purposes.
- Training course on new training technologies: The course given annually by the Overseas Vocational Training Association of Japan to trainers and IT specialists from public training institutions in the member countries enhances instructional innovation by promoting the integration of new technologies in training systems.

Skills web site and interactive dialogue

- Enhancement of the Asian and Pacific Skill Development Information Network (APSDIN) so as to improve information sourcing and exchange among member countries and partner organizations.

Skills development for target beneficiaries

- Developing core skills through training of trainers and pilot skills upgrading for Indonesia: The aim of the project is to enhance the training capacity of the vocational training centres of excellence in regard to a competency-based approach to training, particularly in core skills for employability, and to establish and operate a competency-based training programme targeting the unemployed and retrenched workers, youth and women in East Java, with support from the Government and East Java Chamber of Commerce and Industry.
- Skills development for vulnerable groups: Using community-based training as a tool for assisting vulnerable groups to strengthen their employable skills, start businesses or find jobs.

Social protection

Delegates to the Thirteenth Asian Regional Meeting emphasized that “social protection must complement national employment policies”. They noted with concern that “limited social protection is one of the greatest decent work deficits in the region. Of particular concern is the widespread absence of social protection for workers in informal employment – both rural and urban”. It is also worth drawing attention to the fact that with the rapid ageing of the population in Asia, the need to provide for productive and secure ageing of the population has become even more urgent.²⁰

In June 2001, at the 89th Session of the International Labour Conference, governments, employers and workers reached a new consensus on social security. They agreed that the highest priority should be given to “policies and initiatives which can bring social security to those who are not covered by existing systems”. The Conference therefore proposed that “a major campaign should be launched in order to promote the extension of coverage of social security”.²¹

Especially after the Asian financial crisis, the issue for many countries is not whether they can afford a social security system, but rather whether

²⁰ The number of people in Asia aged 60 and over increased by half between 1990 and 2005 and will increase by three-quarters by 2010 (medium variant). See United Nations: *World Population Prospects: The 2002 Revision*, Volumes I and II (New York, United Nations Department of Economic and Social Affairs, Population Division, 2003).

²¹ Resolution and Conclusions concerning social security, adopted at the 89th Session of the International Labour Conference, in ILO: *Social security: A new consensus* (Geneva, 2001).

they can afford not to have a system. The **Republic of Korea**, for example, decided that if the country were to recover from the impact of a sudden increase in unemployment and at the same time prepare for the risk of future sharp economic contractions, it needed to invest in more extensive social protection. **China**, faced with the challenge of massive restructuring, also prioritized social security. In the **Lao People's Democratic Republic**, ILO technical assistance in 2001 contributed to the establishment of a social security scheme for private-sector and state-owned-enterprise workers. Since 2002, the ILO has been supporting the Government to reform social security provisions for civil servants and extend coverage to workers in smaller enterprises and the informal economy. In **Thailand**, the ILO is contributing to improving the design and strengthening the governance of social security schemes and also extending coverage (box 2.28).

Box 2.28

Improving and extending social security in Thailand

Thailand's Social Security Act 1990 provides for the phased introduction of a comprehensive social security programme for private-sector employees in respect of all seven social security contingencies and the gradual extension of scope of coverage of the labour force. Since the inception of this policy, the ILO has been providing technical assistance to the Social Security Office (SSO) on a wide range of issues, from legal framework and financial design to administration and implementation. Financial resources from the SSO itself, as well as ILO regular and extra-budgetary resources, have been marshalled to support this partnership and technical assistance.

In line with ILO recommendations, the SSO scheme, which originally applied to workers in establishments with 20 or more workers for contingencies of sickness, maternity, invalidity and death, has expanded its coverage by including smaller establishments and more benefit provisions. Following ILO guidance, the SSO extended the statutory pension scheme to cover even the smallest enterprises. In January 2004, the SSO inaugurated the first unemployment insurance scheme. ILO research also helped to lay out a sound basis for sustaining the future financing of the "health care for all" system. The ILO also prepared a technical note on possible extension strategies and collaborated with the National Statistical Office (NSO) to conduct a Social Security Priority and Needs Survey. In addition, the ILO is working to connect livelihood promotion with the extension of social security provisions to the informal economy. The SSO recently requested ILO technical support for implementing the new law on extending social security provisions to homeworkers.

The long-term collaboration of the ILO with government partners on social security has strengthened the trust of the government partners and has allowed the ILO not only to respond to the demands of counterparts in a timely manner but also to develop long-term strategies. The strengthened capacity of Thai counterparts has also spread benefits to neighbouring countries. For example, Thai officials from the SSO and NSO have provided assistance to the **Lao People's Democratic Republic** through a major donor-funded ILO project to strengthen and extend social security.

The ILO has been helping countries in the Pacific by developing and implementing national action plans for the extension and improved governance of social security systems and by conducting joint capacity building activities at the sub-regional level. In **Kiribati**, an informal survey was conducted to review the social security system and needs of the country. In **Fiji**, the ILO has been helping the Government to expand coverage and benefits under the Fiji National Provident Fund and also to review the Workmen's Compensation Act. In **Tonga**, some 15,000 private-sector employees are not covered by any

form of social security scheme. The ILO has been assisting in the development of national legislation for the establishment of a retirement benefit scheme that would give these private-sector employees some form of social safety net when they get old. However, despite three years of effort, the draft national legislation has yet to be approved by legislators.

The ILO has also encountered difficulties or delays in other countries in achieving the necessary policy reforms. For example, in **Indonesia**, ILO efforts to influence the new National Social Security Bill have, to date, had mixed results. A project to identify options for social security reform and to provide policy advice to the Presidential Task Force on Social Security Reform failed to sufficiently influence the Bill. Despite major efforts to engage the constituents in the formulation process and to get their concerns addressed, the constituents have serious reservations about the end result. Also, the technical advice provided by the Asian Development Bank (ADB) and the World Bank differed from the ILO message but had considerably more human resources and funding support behind it. Moreover, the new Bill only sets a very broad framework, with the need to agree on many details through subsequent regulations and decrees. It remains to be seen what role the ILO can play in that process.

In **Sri Lanka**, the Termination of Employment of Workmen Act was seen by many as a constraint on foreign direct investment and Sri Lanka's ability to compete in the global economy. The trade unions initially opposed any amendments to the Act but eventually conceded that they would not oppose reform so long as alternative (but better structured) provisions for protection of potentially displaced workers could be put in place. At the request of the Government, the ILO designed an appropriate and viable unemployment benefit scheme integrated with training/retraining, job placement and associated services to ensure easier re-employment. The ILO intervention facilitated wide-ranging discussions on a contentious issue that has for many years had both employers and trade unions taking rigid stands. The ADB provided funds to the ILO to undertake the exercise and was actively involved in the whole process. The World Bank agreed to assist the Government in the setting up of an unemployment benefit scheme with technical assistance from the ILO. However, a change in Government saw the whole project shelved; it has been in abeyance since March 2004.

Given the importance of extending social security schemes to the informal economy, there has been an increased awareness of the role that can be played by community-based micro-insurance initiatives or other social insurance mechanisms that can supplement the existing formal schemes. In **Nepal**, for instance, in line with the recommendations of the PRSP, the ILO is promoting micro health insurance schemes with the constituents, in particular the Ministry of Health (which has set up a special Health Economics and Financing Unit – HEFU – to further promote community-based systems), trade unions and civil society organizations. The ILO has been working especially on micro health insurance schemes for informal-economy workers, including through the Time-Bound Programme on the Worst Forms of Child Labour. A new collaboration has also been established between the ILO and the General Federation of Nepalese Trade Unions (GEFONT), to expand micro health insurance schemes to former Kamaiyas (bonded labourers) and agricultural workers. Nepal's national campaign on social security was a first in Asia (box 2.29). In **Bangladesh**, an ILO/US-DOL project on Women's Empowerment through Employment and Health has, through effective collaboration with local NGOs, introduced micro health insurance to local communities (box 2.30). The ILO/STEP (Strategies and Tools against Social Exclusion and Poverty) programme has been documenting the various initiatives contributing to the extension of social protection in Asia (box 2.31).

Box 2.29**A national campaign on social security in Asia**

In the wake of the Global Campaign on Social Security and Coverage for All launched in Geneva in June 2003, **Nepal**, with ILO support, launched a national campaign from 22-26 March 2004. The week-long campaign brought together all stakeholders, including government agencies, trade unions, employers' organizations and civil society organizations willing to play a more active role in extending social protection. The national campaign, which comprised numerous awareness-raising activities, advocacy and technical discussions, highlighted social protection as an essential element of the Decent Work Agenda and laid major emphasis on the Government's pivotal role in creating a policy environment allowing for the gradual extension of social protection to all informal economy workers. The campaign concluded with a one-day national conference attended by over 175 delegates, where the recommendations of a preliminary technical round table were presented and discussed. As a first follow-up activity, a national committee was formed to act as a task force, comprising representatives from all stakeholders.

Box 2.30**Micro health insurance for poor women**

In **Bangladesh**, the ILO/US-DOL project on Women's Empowerment through Employment and Health (WEEH) has supported two micro-health-insurance schemes. One larger scheme implemented through 23 health centres by Grameen Kalyan (a sister concern of Grameen Bank) and one pilot scheme operated through two health centres by the Bangladesh Rural Advancement Committee (BRAC) are providing preventive and curative health services to the targeted women and their families at an affordable cost. The strategy recognizes that enabling poor rural women to access affordable and quality health services, in particular reproductive health services, is a means of empowerment and of raising their awareness and ability to demand better health services.

The two NGOs, Grameen Kalyan and BRAC, through the ILO-supported micro-health-insurance schemes, have registered some 70,000 policy-holders (as of December 2004) and rendered curative health-care services to their family members, 80 per cent of whom are women and children. Health-care assistants and community health workers have provided home services on primary/preventive health, family planning and nutrition to a very large number of people. Three more NGOs working with the project have also replicated the micro-health-insurance concept and are extending health-care services to about 10,000 poor women (as of January 2005).

Several development organizations have shown great interest in introducing/replicating the micro-health-insurance concept in their own programmes as a means of extending health services to the poor. The Government is also interested to incorporate the micro-health-insurance concept in the national health policy.

Box 2.31**ILO/STEP interventions in Asia**

Over the last few years, the ILO/STEP programme has conducted situational analyses to determine the extent of social exclusion affecting informal-economy workers, and amongst them the most disadvantaged groups, in **Bangladesh, Nepal** and **Sri Lanka**. Nationwide inventories of micro-insurance initiatives have also been

conducted in eight countries, supplemented by numerous case studies documenting the best practices.

In order to build additional practical knowledge, technical cooperation projects have been implemented in **Bangladesh, Nepal** and the **Philippines**, while active partnerships have been developed with the major schemes operating in the region. ILO-STEP is currently supporting two of the biggest micro-health-insurance schemes in the world (SEWA, with 115,000 members, and Yeshasvini, with 2.1 million members). Together with the Turin Centre, ILO-STEP organized the very first regional workshop on micro insurance in **Nepal** in May 2003, followed by a similar event in **India** in October 2003.

Using a multi-partnership approach, ILO-STEP is also very active on the advocacy level, developing broad awareness-raising activities for policy-makers and supporting the initiatives of excluded groups to influence the policy and legal context governing social protection. With this goal in view, ILO-STEP recently joined hands with the WHO and the German Agency for Technical Cooperation (GTZ) in signing a letter of agreement on social health insurance that should have its first practical effects in countries like **Indonesia** and **India**. ILO-STEP, together with other main actors, is also setting up the first regional network of micro-insurance practitioners that will allow for a regular exchange of information and experiences, while contributing to the further development of the necessary linkages with national social protection programmes and systems.

Tackling work-related safety and health hazards

To lead productive and healthy lives, people need to be aware of and be protected from hazardous working conditions in both formal and informal workplaces. At the 91st Session of the International Labour Conference in 2003, a new ILO Global Strategy on Occupational Safety and Health was adopted. The Strategy has two pillars: (i) creation and maintenance of a national preventive safety and health culture; and (ii) introduction of a systems approach to OSH management. At the national level, the Strategy encompasses national OSH programmes, while at the enterprise level, the *ILO Guidelines on occupational safety and health management systems, ILO-OSH 2001*, provide guidance for the Strategy.

In **Thailand**, an OSH master plan for 2002-06 was launched, in which national OSH action areas were prioritized and targets set. The extension of OSH protection to informal economy workplaces was clearly integrated into the national plan. In **China**, an inter-ministerial tripartite task force was established and the national OSH profile developed. In **Malaysia**, an ILO advisory report was submitted and a draft national OSH plan developed. In the **Lao People's Democratic Republic, Mongolia** and **Viet Nam**, tripartite OSH task forces were organized and tripartite workshops held to review the national OSH situations and to identify national priority action areas. In the **Democratic Republic of Timor-Leste**, legislation governing labour safety and health is under way. In **Sri Lanka** and **Pakistan**, work is ongoing to prepare new OSH and welfare acts with the aim of extending legal protection to all workers. **India** is developing a national policy with a similar goal. Results can also be reported for the Arab States (box 2.32). In all these countries, workers' and employers' organizations have been active members of the task forces to develop national OSH programmes and legislation.

Box 2.32

OSH in the Arab States

ILO codes of practice, tools and instruments have been instrumental in the revision and development of national OSH legislation and programmes in the Arab region.

- **Saudi Arabia** ratified the Prevention of Major Industrial Accidents Convention, 1993 (No. 174), **Lebanon** ratified the Occupational Safety and Health (Dock Work) Convention, 1979 (No. 152), **Bahrain** has started the process of ratifying the Prevention of Major Industrial Accidents Convention, 1993 (No. 174), and the **Syrian Arab Republic** is in the process of ratifying the Safety and Health in Agriculture Convention, 2001 (No. 184).
- An agreement signed with the Gulf Cooperation Council resulted in assistance being given by the ILO to revise and update the Council of Ministers' legislative decrees in the field of OSH and to prepare OSH guides for the oil and petrochemical industries.
- OSH monitoring units have been established at the governorate level in north and south **Lebanon**. Under the IPEC national project framework, a programme was initiated to improve safety and health measures in small industrial establishments and to raise the awareness of children and parents about occupational safety and health hazards and risks.
- The capacities of OSH training institutions have been developed, including through the production of OSH educational materials in Arabic, the publication of a chemical safety book for secondary schools, the publication of text books in Arabic, the revision of OSH training curricula in the **Syrian Arab Republic** and the design of a two-year diploma course in OSH at the Ministry of Labour in **Saudi Arabia**.
- A study has been conducted on restructuring the OSH Unit at the Ministry of Labour and Social Affairs in the **United Arab Emirates**.
- An occupational safety and health profile for **Kuwait** was published and a situational analysis of OSH in **Lebanon** was also completed.
- The International Occupational Safety and Health Information Centres (CIS) in **Jordan** and the **Syrian Arab Republic** have been strengthened. Joint OSH activities with the Arab Labour Organization Institute of Occupational Health and Safety culminated in its designation as a Regional CIS Centre.
- A study on OSH in the informal economy in Lebanon has been completed.

At the workplace level, the ILO *Guidelines on occupational safety and health management systems, ILO-OSH 2001*, have been playing an increasingly important role in helping workplaces to establish sustainable OSH systems. For example, **China**, reflecting *ILO-OSH 2001*, has developed its own national guidelines on OSH management systems. As of August 2004, more than 4,000 Chinese enterprises received certification for their effective OSH management systems. In parallel, national support mechanisms for the workplace have been strengthened; 43 certification agencies were registered. More than 47,000 external and internal auditors have been trained to provide continuing support to the implementation of the OSH management systems at the workplace. **Malaysia**, through the Standards and Industrial Research Institute of Malaysia (SIRIM), has also adopted its own standard based on *ILO-OSH 2001*. **Indonesia** has adopted new legislation requiring every enterprise to apply an OSH management system that shall be integrated into the enterprise's management system. Additionally, countries like **India**, the **Islamic Republic of Iran**, **Japan** and the **Republic of Korea** have translated *ILO-OSH 2001* into national languages.

Countries in the region have also been actively promoting the creation of a safety culture. In 2004, governments, employers and/or workers in at least 17 countries organized events to mark the annual World Day for Safety and Health at Work, which falls on 28 April. International Chemical Safety Cards (ICSC) that are produced under the International Programme on Chemical Safety, in which the ILO is participating, have been translated into Chinese, Hindi, Japanese, Korean, Thai and Urdu. Training of labour in-

spectors has taken place in the **Islamic Republic of Iran, Sri Lanka** and **Viet Nam**. Constituents have also benefited from international collaboration through forums such as the Asia Pacific Occupational Safety and Health Organization (APOSHO), the International Association of Labour Inspection and the International Commission on Occupational Health.

A success story to report is the Work Improvement in Neighbourhood Development (WIND) programme in **Viet Nam**. The participatory approach to improving OSH in agriculture has empowered male and female farmers to make visible changes in their working conditions at their own initiatives and the Government has also implemented OSH policies to support grass-roots efforts (box 2.33). The Work Improvements in Small Enterprises (WISE) programme also continues to be well received in the region, with the Mongolian Employers' Federation (MONEF) programming an ambitious 90 training sessions over the next two years. OSH has been extended to informal-economy workplaces in Cambodia, the Lao People's Democratic Republic, Mongolia, Thailand and Viet Nam (box 2.34). A new initiative is the promotion of OSH in the ship recycling industry in Bangladesh (box 2.35). Another success is the innovative Factory Improvement Programme in Sri Lanka (box 2.36), which built upon the findings of important research conducted by the ILO.²²

Box 2.33

OSH in agriculture

Agricultural work is often physically demanding. There are also risks related to the use of machinery and the intensive use of chemicals and pesticides. Since working and living conditions are interwoven in agriculture, workers and their families living on the land are exposed to much environmental spillover from these risks. In **Viet Nam**, the ILO has supported the Work Improvement in Neighbourhood Development (WIND) programme and the local implementers have reported some impressive results:

- 3,402 farmers participated in WIND training courses from 2001 to 2003 and 169,393 self-made OSH improvements in agriculture were reported in Cantho province. An equal number of men and women (husbands and wives) participated in the WIND training.
- The Ministry of Labour, Invalids and Social Affairs (MOLISA), the Ministry of Health and the Ministry of Agriculture jointly developed new ministerial decrees on OSH in agriculture. They also set up a national task force in 2004 to formulate national action plans for OSH in agriculture.
- In 2004, based on past achievements, a new project on OSH in agriculture funded by the ILO/Japan programme was launched. Farmers acting as WIND trainers were trained in four target provinces to extend OSH protection.
- A national workshop on the ILO Safety and Health in Agriculture Convention, 2001 (No. 184) was held as a basis for the development of national action plans.
- Learning from the OSH success stories in agriculture and small enterprises, participatory training support has been extended to workers and employers in the small construction sector.
- The WIND programme has been widely applied in many provinces in Viet Nam and extended to **Thailand** and the **Philippines**. Pilot WIND training courses in these two new countries are being implemented.

²² See I. Mamic: *Implementing codes of conduct: How businesses manage social performance in global supply chains* (Geneva, ILO, 2004).

Box 2.34

OSH in the informal economy

In the East Asian subregion, participatory, action-oriented OSH programmes to reach informal-economy workers have been implemented. The target groups have been homeworkers in **Cambodia** and **Thailand**, small construction sites in the **Lao People's Democratic Republic, Mongolia, Thailand** and **Viet Nam** and child workers in **Cambodia**. Around 1,000 homeworkers (many of them women) and around 1,000 workers and owners of small construction sites have been trained under the Work Improvement for Safe Homes (WISH) and Work Improvement in Small Construction Sites (WISCON) programmes. Around 300 child workers have been monitored. Practical OSH methods to reach the target informal-economy workplaces were developed and actively implemented by locals trained as trainers. These included easier handling of heavy materials, safer handling methods for hazardous substances and better work-related welfare facilities.

Employers and workers' organizations have been actively involved in the OSH programmes. Their representatives have become OSH trainers and have carried out OSH training for the target groups. For example, the Confederation of Mongolian Trade Unions took the initiative to strengthen the OSH training for small construction sites in **Mongolia**.

The results achieved have been possible because of the focus on simple, hands-on, low-cost actions by workers, managers and the self-employed themselves. Many informal-economy workplaces were involved in improvement actions at their own initiative. For example, more than 200 homeworkers in **Cambodia** were trained by local trainers within two months of the initial WISH training of trainers workshop. This achievement was possible because the simple, action-oriented training approaches supported existing local initiatives and strengthened local people's networks.

Box 2.35

OSH in the ship recycling industry

Shipbreaking is a part of the worldwide system of disposal of waste and recycling. Presently, 92 per cent of the world's ship recycling industry is located in just four countries – **Bangladesh, India, Pakistan** and **China**. In 2000, the Governing Body endorsed that the ILO should draw up a compendium of best practices adapted to local conditions leading to the preparation of a comprehensive code on OSH in shipbreaking. As a follow-up to the Governing Body decision, the ILO organized a series of national workshops on shipbreaking and safe work in Bangladesh, India and Pakistan. These workshops, which were attended by government representatives, owners of shipbreaking enterprises and representatives of workers' organizations, aimed to create a common basis of understanding between national constituents and OSH experts and to find possible solutions and agree on priority areas for project-based interventions.

To follow up on these developments, the ILO is implementing a project on safe and environmentally friendly ship recycling in **Bangladesh**. The UNDP-funded project, with a timeframe of three years, aims to address upstream policy issues and establish frameworks for participatory local planning and development of the ship recycling industry in the country. This includes issues related to pre-beaching, beaching and recycling formalities, minimizing environmental pollution and addressing OSH issues in the ship-recycling industry. The project also envisages imparting training to government inspectors, employers, supervisors and workers engaged in the industry. The lessons learned from the project are expected to provide useful insights to policy planners in other countries similarly engaged.

Box 2.36**The Factory Improvement Programme (FIP)**

The Factory Improvement Programme (FIP) began in **Sri Lanka** in May 2002 with funding from US-DOL. FIP is a modular training/consultancy approach in which short classroom training courses are followed by in-factory consultancy on areas covered in each module. It attempts to link good management practices to good labour practices, covering bottom-line topics such as productivity and quality, together with labour-related topics like social dialogue, workers' rights, discrimination and safety and health. The focus has been on the important garments sector, with eight factories, employing between 150 and 2,000 workers each, participating in the first phase and another twelve factories in the second phase. These 20 factories employ over 17,000 workers. The key results have been:

- An improvement in management-worker relations at the factory level and genuine worker-management dialogue on a number of issues relating to safety and health and working conditions.
- Improved working conditions and health and safety for workers and improvements in human resources management systems.
- Reduction in quality defects (in FIP1 both in-line and end-of-line defects were reduced by over 25 per cent) and reduction of average costs/minute. Quality control systems were introduced if they did not previously exist.
- Better employee relations impacted on average labour turnover and absenteeism which were reduced by 26 per cent and 34 per cent, respectively.
- Increased levels of productivity. Increased output per worker resulted in the reduction of actual cost/minute of production from an average of US\$0.1255 to \$0.0708/min.

In the first phase of the Programme, the social partners were consulted and supported the implementation by the ILO. In the second phase, the Employers' Federation of Ceylon (EFC) became the implementing agency with guidance from a steering committee that included both employer and trade union representatives as well as the ILO. Another round of the Programme is currently being developed by the EFC and planned for the near future.

With additional support from the United States Department of State and the Swiss State Secretariat for Economic Affairs (SECO), a Worker/Management Factory Improvement Programme has now begun in **Viet Nam**, taking into consideration the recommendations of the mid-term evaluation carried out in **Sri Lanka** and building on the findings of research conducted by the ILO. Actual implementation began in July 2004 with 12 participating enterprises ranging in size from 130 to 2,700 workers. The Ministry of Labour, Invalids and Social Affairs (MOLISA), the Vietnam Chamber of Commerce and Industry (VCCI) and the Vietnam General Confederation of Labour (VGCL) were all instrumental in the Programme being approved. The VCCI, as the formal project counterpart, has been active throughout the implementation process, including the selection of factories and the organization of training seminars. In spite of the short period of implementation, improvements have occurred in social dialogue through the establishment of a worker-manager Factory Improvement Team in each of the participating factories. Improvements have also been reported in working conditions, productivity, and health and safety.

Establishing rights at work and good governance

Delegates at the Thirteenth Asian Regional Meeting underscored the importance of international labour standards and called on "all member States to bring their legislation into conformity with the principles of the fundamental

Conventions and to take steps to ratify these Conventions, if they have not done so, and to apply them fully”. The delegates noted the disparity between ratification and implementation of fundamental Conventions and urged that measures be taken to address this issue. The delegates welcomed the ongoing review of standards policy. “In order to facilitate the process it would be useful to follow a more systematic approach focusing on the revisions of existing standards, as well as the development of relevant new standards.”

The World Commission on the Social Dimension of Globalization also stressed the importance of international labour standards, built on enabling rights promoted by the ILO’s 1998 Declaration on Fundamental Principles and Rights at Work, as governance tools for balanced economic and social development. A main message of the World Commission is that “good governance at all levels of society – in terms of the rule of law, democracy, human rights and social equity – is essential for a fair and productive process of globalization. It ensures the public accountability of both the State and private actors, as well as the efficiency of markets”.²³

The ILO has been helping countries in the region to establish the rule of law and rights at work in a number of ways. Firstly, on the legislative side, ratification by the member States of the ILO’s eight fundamental Conventions has risen, as shown in Appendix 4. **Fiji, Indonesia, Papua New Guinea, Sri Lanka, the Syrian Arab Republic and Yemen** have ratified all eight core Conventions. In addition, **China** has declared all fundamental Conventions applicable to the **Macau Special Administrative Region, China**. With the announcement in March 2005 by its Parliament that it had approved the proposal to ratify Conventions Nos. 29 and 105, **Mongolia** will join the group of countries that have ratified all eight core Conventions.

However, ratification is still very low of other ILO priority Conventions, such as the Employment Policy Convention, 1964 (No. 122), the Labour Inspection Convention, 1947 (No. 81) (and its Protocol of 1995), the Labour Inspection (Agriculture) Convention, 1969 (No. 129), and the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144).

Also, and very importantly, the ILO still faces a major challenge to help countries to fully reflect the fundamental principles and rights in national laws and practice, to actually implement their international commitments and to give full effect to international labour standards. The application of these Conventions remains uneven and requires further institutional underpinning. Obviously, adopting or amending labour legislation in line with ratified Conventions is the first step to buttressing the rule of law and good governance. Compliance with labour law is, however, dependent on a number of other factors:

- labour law must be known about and supported by the social partners. This is normally secured by closely involving the social partners throughout the adoption process. Too many labour administrations in the region assume a merely protective role and remain ill equipped to systematically manage such tripartite consultation processes or to review the labour market implications of draft legislation;
- labour inspection services must be capable of providing practical advice and even-handedly enforce the law under the ultimate auspices of judicial review. An emerging trend to entrust labour inspection functions to private actors, particularly in export-oriented industries, risks distorting the level playing field that labour law is supposed to create;

²³ World Commission on the Social Dimension of Globalization: *A fair globalization: Creating opportunities for all* (Geneva, ILO, 2004), para. 34.

- labour law must facilitate market processes by establishing the boundaries that public interest requires and by putting the actors (employers and workers) in charge of determining the price of labour. Anything narrower than the public interest should be accommodated by market forces in freely-negotiated collective agreements at various levels. Collective bargaining remains underdeveloped throughout Asia and the Pacific and its resulting inability to usefully complement labour legislation intensifies pressures to codify labour standards and thus render them more rigid and less realistic than they should be.

Secondly, the ILO has been providing technical assistance for the application of ratified Conventions, including the review of labour legislation. In **Fiji**, the final draft of the labour legislation has been prepared. In **Kiribati**, the **Marshall Islands**, **Papua New Guinea** and **Vanuatu**, the final reports have been prepared on the areas of changes needed in labour legislation in line with ratified Conventions. The review has taken account of all existing labour laws and also new elements, such as the Family Law Bill in Fiji, sexual harassment in Papua New Guinea, and discrimination in employment and occupation in Fiji and Papua New Guinea. Child labour provisions have been upgraded in Fiji, while employment policy and employment services have been improved in Papua New Guinea. In the case of Fiji, the review of labour legislation has been considered a success because it brought together previously fragmented parties – employers’ and workers’ organizations, the Human Rights Commission, the Women’s Rights Movement, the Citizen’s Constitutional Forum and other leading NGOs – to achieve consensus on the labour laws needed. In Kiribati, the Marshall Islands, Papua New Guinea and Vanuatu, broad agreement has been reached on the areas where major changes to labour legislation need to be made.

In the Arab States, a total of 17 Conventions were ratified during 2001-04. Progress has been made in the adoption of necessary changes to national legislation and in the application of ratified Conventions in **Bahrain**, **Jordan**, **Kuwait**, **Lebanon**, **Qatar**, **Saudi Arabia**, the **Syrian Arab Republic**, the **United Arab Emirates** and **Yemen**. Action has been taken on legal reforms, mostly in respect of fundamental principles and rights at work regarding freedom of association and collective bargaining. In Bahrain, for example, the Constitution was amended and a new law adopted to allow the establishment of free trade unions. New legislation relating to freedom of association was adopted in Bahrain, Saudi Arabia and the United Arab Emirates. The Labour Code has been revised in Iraq, Jordan, Kuwait, Lebanon, Oman, Qatar, the United Arab Emirates and Yemen. Women’s associations have been established in **Oman**, the Syrian Arab Republic and the United Arab Emirates.

In **Mongolia**, the Labour Law of 1999 was amended following technical advice by the ILO. In **Cambodia**, the ILO provided assistance in drafting Prakas (i.e. executive decrees) on hazardous child labour and on light work permitted for children below the legal minimum age. In **Viet Nam**, the Office provided advice on a decree that lays down the framework for tripartite consultations and paves the way for the ratification of the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144). In Andhra Pradesh, **India**, the Office helped the state Government to draft child labour legislation. In **Thailand**, which is contemplating ratifying the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), the Government has requested ILO assistance for a package of measures that would enhance capacity to govern, monitor and address discrimination at work. The measures include legal review, development of statistical indicators on discrimination, inter-agency coordination and collaboration in the development of national frameworks on equality in employment and occupation, targeted research and social mobilization. In Thailand and Viet Nam,

labour inspection audits have been conducted and have led or will lead to multi-year projects to strengthen labour inspection services.

Thirdly, the ILO has been conducting research, awareness raising and advocacy to promote better understanding and implementation of core labour standards. For example, at the ASEAN Senior Labour Officials Meeting held in Indonesia in May 2003, the ILO was requested to provide “an assessment of ASEAN countries’ ratification of core Conventions, for ASEAN’s reference to identify and build on areas of strength”. An Information Note²⁴ was prepared in response to this request and served as a discussion opener at the ASEAN Senior Labour Officials Meeting in Brunei in May 2004 and as a basis for further consideration by ASEAN countries of the ratification of fundamental Conventions. The ILO offered that, at the request of ASEAN member States, it would provide technical assistance in relation to the ratification and implementation of Conventions.

The ILO has been supporting studies on forced labour as a first step towards helping countries, such as **Viet Nam** and **Mongolia** (box 2.37), to prepare for the ratification of the forced labour Conventions. These studies contributed to the decision of the Mongolian Government, in March 2005, to ratify Conventions Nos. 29 and 105.

Box 2.37

Preparing for ratification of the forced labour Conventions

In 2001, the Government of **Mongolia** requested ILO assistance to ratify the three remaining fundamental ILO Conventions: the Minimum Age Convention, 1973 (No. 138), the Forced Labour Convention, 1930 (No. 29), and the Abolition of Forced Labour Convention, 1957 (No. 105). Questions raised during initial consultations suggested that forms of forced labour prevailing during the central command economy, despite being outlawed, might not have disappeared completely and that capitalist market forces might have unleashed new forms of forced labour. The Office proposed to undertake a study to assess the nature and scope of forced labour in Mongolia so as to prepare the country for ratification. A national tripartite workshop held in July 2002 discussed and approved the terms of reference of a study that would examine matters such as forced labour of prisoners, forced labour as a means of correction or re-education and obligatory community service. Over a period of a year, a team of national researchers collected legislation, retrieved court cases, interviewed prison administrators and collaborated with the Mongolian Employers’ Federation (MONEF) to assess the use of forced overtime in enterprises. The Office, in collaboration with the National Human Rights Commission of Mongolia (NHRCM) provided technical advisory services on a regular basis. A tripartite workshop held in 2004 validated the findings of the study and recommended that the NHRCM take the lead in the process leading up to the ratification of the Conventions, including that the NHRCM should provide a chapter in its annual report assessing the extent to which the Government has taken appropriate action to follow up on the findings of the study.

In March 2005, the Mongolian Government announced its decision to ratify Conventions Nos. 29 and 105.

Awareness raising, advocacy and legal literacy campaigns have promoted the Declaration on Fundamental Principles and Rights at Work as the basis for decent work. Such activities in **India** provided an excellent oppor-

²⁴ ILO: *Information Note on ASEAN Member States and International Labour Standards* (Bangkok, revised, Nov. 2004).

tunity for frank interaction among the constituents and other stakeholders and helped to develop a strategy and action plan for more effective implementation of the Declaration. The constituents have been better able to appreciate the potentially powerful role of the Declaration in their policy-making process and understand practically how this could be translated into concrete socio-economic policy measures in both the formal and informal economies.

The ILO has also been working with employers' organizations in **Thailand**, the **Lao People's Democratic Republic**, **Viet Nam** and **China** to raise awareness among their members of the importance of observing core labour standards in order to gain access to expanding international markets, along with strategies such as adopting the principles of the Global Compact and other corporate social responsibility measures that promote good corporate citizenship and also give effect to existing national legislation.

Through support under the ILO/Japan Multi-bilateral Programme, a Launch Labour Law Project was initiated in late 2003 to promote research and education on international labour standards and fundamental ILO principles among professional groups in Asia, such as academics, judges, lawyers and parliamentarians. The first phase of the project concluded in December 2003 with the establishment of a labour law network. In the second phase in 2004, the network was strengthened through a series of national seminars in participating countries: **China**, **Indonesia**, **Japan**, the **Republic of Korea**, **Malaysia**, the **Philippines**, **Singapore** and **Thailand**. Future plans include expanding the network to **South Asia**.

Fourth, and very importantly, to promote the rule of law and good governance, the ILO has been assisting unions and employers' organizations in developing their structures and providing relevant services to members – although, as discussed in a later section, freedom of association and the right to organize and collective bargaining are still very problematic in some countries.²⁵ Equally important has been ILO assistance to public institutions to build up work inspection, labour courts and advisory, conciliation and arbitration services. For example, the ILO has been helping **India** (box 2.38) and **Cambodia** (box 2.39) to strengthen labour administration and industrial relations.

Box 2.38

Strengthening labour administration in India

Good governance relies on effective labour administration. The ILO has therefore been assisting the Government of India and state governments to strengthen labour administration through a number of measures including:

- Training programmes to modernize the labour inspection system, and extend it to the informal economy.
- Experience sharing and bringing in international inputs on industrial relations issues to train Conciliation Officials to improve their skills in the face of new challenges brought about by India's economic liberalization.
- Activities to strengthen the labour courts by training labour court judges and officials of industrial tribunals to deliver efficient and effective justice in labour disputes.
- Promoting alternate dispute settlement systems, particularly the creation of Lok Adalats (people's courts) to achieve speedy disposal of cases and reduce the waiting period.

²⁵ This is described in the section below entitled: Strengthening tripartism and social dialogue.

- Preparation of a “bench manual” for labour court judges and other practitioners of labour justice to serve as a reference manual of procedure and practice.
- Undertaking studies on extending labour administration to informal-economy workers.

Box 2.39

Establishment of a Labour Arbitration Council in Cambodia

The establishment of an independent tripartite Labour Arbitration Council in **Cambodia** has helped to settle collective labour disputes. Since it started operations between 1 May 2003 and 31 August 2004, the Council received 113 industrial cases, mainly from the garment sector, involving enterprises employing over 120,000 workers (approximately 90 per cent women). About two-thirds of the cases have been resolved successfully. As a result of the workings of the Council, numerous strikes have been avoided or dissolved voluntarily and thousands of workers have been provided with compensation for infringed rights and have better working conditions and more secure jobs. The Council has been successful in:

- resolving collective labour disputes through conciliation;
- resolving collective labour disputes through issuing arbitral awards;
- issuing interim orders to stop strikes and lock-outs while the dispute is before the Council;
- developing jurisprudence and model solutions that can be implemented sector-wide and/or nationwide, thus introducing an element of predictability into the judicial system (nowhere is this more important than in the garment sector, which is the single largest source of export revenue for Cambodia);
- issuing reasoned decisions which assist in clarifying principles of law; and
- providing transparency by making its decisions publicly available.

The impact of the Arbitration Council is not limited to the field of labour. It potentially permeates throughout the entire judicial system of Cambodia. As a prototype institution for justice, the Arbitration Council has the capacity to play an on-going significant role in the push for legal and judicial reform in Cambodia.

Fifthly, the ILO has been helping to strengthen labour–management relations at the workplace and, in so doing, helping to improve the observance of core labour standards and working conditions. While boxes 2.40-2.42 may also illustrate how private organizations have joined sovereign States in the quest for fundamental principles and rights at work, what needs to be emphasized is that in these specific examples, with ILO assistance, there has been a tripartite reflection and democratic adoption process and the initiatives are based on national labour law. They should be distinguished from those Corporate Social Responsibility (CSR) schemes that are purely voluntary rather than being pursued to observe existing national legislation.²⁶

²⁶ In recent years, enterprises and international supply chains, sometimes under pressure from civil society organizations, have developed a wide range of economic, social and environmental initiatives. Many of these Corporate Social Responsibility (CSR) schemes – which include corporate codes of conduct, accreditation and certification schemes such as SA8000 and framework agreements between international trade unions and multinational corporations – are voluntary rather than being pursued to observe existing national legislation. While CSR initiatives have the potential to make a much needed contribution to improve workplace practices in developing countries and to raise rights awareness among workers, they can only complement and should never replace labour law. See, for example, ILO: *Information Note on ASEAN Member States and International Labour Standards*, op. cit., and ILO: *Governing Body doc. GB.286/WP/SDG/4*, 286th Session, Geneva, 2003 (updated in Nov. 2003).

Box 2.40**Improving working conditions in the garment sector in Cambodia**

A US-DOL-funded project to establish a credible, transparent and independent monitoring system of all export garment factories in **Cambodia** has been very innovative and highly successful. The Government requires all factories with export licenses to register for independent monitoring with the project. The social partners are in the project advisory committee and are active partners in strategic planning, capacity building and implementation.

In addition to regularly monitoring that the factories are observing core labour standards and working conditions, the project carries out remediation and capacity-building activities which are designed to improve working conditions and the quality and productivity of the factories. Achieving a win-win situation for both management and workers is a major component of the project and key to long-term success. The main beneficiaries are some 270,000 factory workers, 95 per cent of whom are women of 18 to 25 years of age. The key results include:

- Significant and sustained improvement in the observance of core labour standards and working conditions in Cambodian garment factories.
- Maintaining competitiveness post the Multifibre Agreement (MFA). A World Bank survey of international buyers cited labour standards in **Cambodia** as the most important element in this decision and attributed this to the ILO project.
- In the pilot remediation programme, demonstrated improvements were achieved in working conditions, quality and productivity. For example, one factory attributed to the project a 43 per cent improvement in productivity, a 16 per cent reduction in working hours and a 17 per cent increase in wages.

At a meeting in February 2005, attended by the World Bank President, the former European Union Trade Commissioner and activist group Global Fairness Initiative, to discuss the future of Cambodia's garment export industry in the post-MFA era, the ILO, together with the Cambodian Government, announced that the Garment Sector Project would be expanded into a Better Factories Cambodia Project. The aim is to help Cambodia maintain its competitive edge as a new member of the World Trade Organization, through improved compliance with international labour standards, monitored by an independent body. The new project will introduce a web-based monitoring system in Chinese, English and Khmer to highlight whether garment factories are respecting or violating international labour standards. The **United States**, which linked its quotas for Cambodian producers with improvements in labour standards, has been upbeat on the future of the garment sector, but stressed that it is necessary to tackle corruption and reform the legal system in order to raise investor confidence.

Box 2.41**Implementing labour standards through labour-management cooperation**

Indonesia, after ratifying all the core Conventions, was keen to see the real benefits in terms of economic and social outcomes. The ILO therefore worked with the Ministry of Labour and Transmigration and employers' and workers' organizations to demonstrate the positive workplace-level impact of new labour legislation based on the core Conventions.

It has been promoting labour-management cooperation (LMC) at factories across the country. Close to 50 companies that took part in the programme have

reported positive outcomes in terms of a better industrial relations climate and improved productivity. Today, the contours of a national LMC movement are emerging, with a stream of companies and unions requesting ILO support to set up such mechanisms. From being project driven, there has been a clear shift to being demand driven. The LMC approach is being internalized in an increasing number of workplaces. The success came from the early, immediate benefits for management and workers. LMC provided a vehicle to engage in win-win cooperation on productivity and improved working conditions, shifting the interactions away from conflictual wage negotiations. Work is also under way on industrial dispute settlement arrangements, preparing qualified mediators, arbitrators and labour court judges.

Box 2.42

Partnership to improve labour relations and working conditions

Since February 2002, the ILO and the **Bangladesh** Garment Manufacturers and Exporters Association (BGMEA) have been jointly implementing a project entitled “A Partnership Approach to Improving Labour Relations and Working Conditions in the Bangladesh Garment Industry” funded jointly by US-DOL and the BGMEA. It has four target groups: BGMEA member factory owners and managers/supervisors, workers of the garment industry, BGMEA monitors and the Ministry of Labour and Employment (MOLE). The BGMEA factory owners, supervisors and workers are regularly informed of the links between improvements in OSH and workers’ rights, and increases in productivity and competitiveness, at the individual, factory, industry and national levels. The intervention strategy includes the development of workplace improvement plans (WIPs) and a factory monitoring system to ensure that the plans are followed. More than 300 factories have been covered under the WIPs. The positive impact on working conditions and productivity has been achieved through:

- Training of project staff of all stakeholders who then actively assist the participating factories to better apply relevant labour laws and regulations in WIPs.
- Training and education given by the trained staff to front-line supervisors and workers at the factory level, so that workers are more aware of their rights and how to claim them.
- Regular and constant education, motivation and training of the factory management by the project staff, resulting in improved workplace conditions, labour management cooperation, OSH and increased productivity through the development and implementation of the WIPs.

To date, more than 8,700 WIPs have been developed, of which 8,496 have been agreed to by the respective factory management. Of these, about 4,000 have been successfully executed. A growing number of non-participating factories are also requesting to be included in the project. A total of 156 child workers (117 girls) and 408 younger siblings (23 girls) received education from Grade 1 to Grade 8 in 30 schools run by NGOs associated with the project.

Addressing discrimination and vulnerabilities

Promoting gender equality

Responding to the conclusion of the Thirteenth Asian Regional Meeting that “gender mainstreaming should be a priority item on the employment agenda and should be monitored regularly to determine whether concrete

progress has been made”, an ILO gender mainstreaming strategy (GEMS) has been formulated for the **Asia-Pacific region**. The GEMS clearly sets out targets for achieving gender equality, covering all key areas of ILO activities (see Appendix 6). To assist the GEMS, a tool kit has also been prepared, which includes guidelines and checklists for mainstreaming gender concerns. At a regional meeting of ILO field structure staff in 2003, it was agreed that the GEMS should be fully operational by 2007. Its strategy is “to achieve equality of opportunity and treatment for men and women at work, and in the relation between work and life; the elimination of all forms of discrimination against women workers; and the equal participation of women and men in decision-making in the employment, labour and social protection fields in the countries served by the ILO in the Asia-Pacific region, with specific attention to gender equality and the empowerment of low-income women”.²⁷ Gender audits have also been conducted (box 2.43).

Box 2.43

Gender audits

As part of the efforts to promote gender equality and gender mainstreaming strategies, gender audits have been conducted in ILO Kathmandu (October 2001), ILO Bangkok (December 2001), ILO Beirut (April 2002), ILO Colombo (July 2004) and ILO Jakarta (October-November 2004). The objective of the audits is to ensure that gender considerations are present in all ILO activities and at all levels. The audits have been unprecedented within the United Nations system because they rely on a participatory method, using workshops and interviews to actively involve those taking part and to provide them with feedback on the exercise – this is in contrast to the more traditional model where an expert reviews a workplace and submits conclusions to the management. There is also an element of objective review, with each Area Office/MDT’s products (project documents, databases, publications, mission reports), advocacy and advisory services, and technical cooperation being examined. The audits covered a wide range of issues: information and knowledge management, staffing and human resources, perceptions of achievement on gender equality, gender expertise and capacity building. They were organized not only for ILO staff but also for constituents. In **Sri Lanka**, for instance, audits were organized for the Ministry of Employment and Labour, the Employers’ Federation of Ceylon and two workers’ organizations – the Ceylon Workers’ Congress and Sri Lanka Nidahas Sevaka Sangamaya. Each organization received a detailed report with recommendations from the facilitation team on good practices in gender mainstreaming as well as on areas to improve.

For more information on gender audits, see www.ilo.org/dyn/genderintranet/gender.home.

A gender mainstreaming strategy (GEMS) has been developed to promote gender equality in the planning and implementation of ILO projects and activities in **Indonesia**, and to assist the social partners in doing the same (box 2.44). The strategy is the result of the efforts and inputs of the Government, employers’ and workers’ organizations, non-governmental organizations, donor agencies and project implementation teams. Gender is a cross-cutting theme in the Indonesia Tripartite Action Plan on Decent Work 2002-2005.

²⁷ ILO Regional Office for Asia and the Pacific: *Promoting gender equality at work: ILO gender mainstreaming strategy (GEMS) in Asia and the Pacific*, 2004-07 (Bangkok, Feb. 2004).

Box 2.44**Gender mainstreaming strategy: ILO Jakarta**

The three-year gender mainstreaming strategy (GEMS) seeks to enhance the ILO's capacity to contribute to a more positive enabling environment for the pursuit of gender equality in Indonesia. The GEMS provides a framework for action in three key result areas.

1. To strengthen internal mechanisms for gender mainstreaming within ILO Jakarta, particularly through internal capacity building and strengthening of mechanisms for gender mainstreaming in policy and programming activities.
2. To strengthen the commitment, leadership and capacity for gender mainstreaming among the ILO's constituency, including the provision of support for strategic planning, technical assistance and advice, research, training, seminars, social dialogue and alliance building.
3. To model gender mainstreaming approaches through technical cooperation projects that will promote structural and institutional change through gender-responsive and pro-poor interventions that impact on planning and policy processes and service delivery at provincial and district levels.

A range of priority areas across the four strategic objectives set out in the ILO's Decent Work Country Programme have been proposed as entry points, in order to maximize the gender equality outcomes of the ILO's efforts to promote decent work. These include integrating gender equality objectives into policy dialogues and agendas of all employment-related sectors, particularly into high-level consultations, using quality research, data and analysis; setting budgetary and programming priorities; aligning with other policy mandates; and clarifying roles and responsibilities for gender equality outcomes on the part of the ILO, the Government of Indonesia and other partners.

The explicit integration of both women's and men's perspectives and requirements into all ILO programmes and projects will boost allocations of mainstream resources for women's development. Earmarking technical and financial resources for gender-specific interventions is also important for addressing egregious and/or persistent disadvantages. The GEMS will require the allocation of regular budget resources that are targeted for the provision of staff with specific technical skills for conducting research and action programmes for gender mainstreaming.

Source: ILO: *Gender mainstreaming strategy: ILO Jakarta 2003-05* (Jakarta, 2003).

In practical implementation terms, the ILO has been working closely with the tripartite partners in **Indonesia** on Equal Employment Opportunity (EEO). The main result of ILO efforts has been the incorporation of the principles of the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), into national legislation. Key articles on non-discrimination and equal opportunity are included in the new Law on Manpower No. 13/2003. Guidelines were established on Equal Employment Opportunity for Employment Practices to underpin implementation of the law. The Indonesian Ministry of Manpower and Transmigration (MOMT) set up an EEO Taskforce to coordinate the Ministry's technical agencies to prepare programmes and activities for the application of EEO in the workplace. The MOMT also allocated resources from its own budget to translate law into practice, reflecting a real commitment to the application of the fundamental principle of non-discrimination in Indonesia. An ILO project has been helping to build the capacity of the MOMT²⁸ to develop its strategic thinking on

²⁸ The capacity building included training based on ILO: e.quality@work: An information base on Equal Employment Opportunities for Women and Men at www.ilo.org/genprom/eoo.

non-discrimination and EEO, including how to bring other relevant Conventions (Nos. 100, 156 and 183) into practice. The ILO has also been conducting consultative meetings with the employers' organization (APINDO) and trade unions on EEO.

In the **Arab States**, the ILO has developed a compendium of gender statistics in response to the requests it has been receiving for updated data and sources on employment, poverty and participation indicators. The statistics are available in English and Arabic on two separate but related dimensions: disaggregation by sex for all individual-level statistics to show the differences between women and men, and statistics that relate to important gender concerns, including indicators on the share of women in wage employment in the non-agricultural sectors, informal employment and contributing family workers. Such indicators have helped policy-makers and planners to better target policies and programmes.

In **Yemen**, the ILO worked with the Ministry of Social Affairs and Labour and the National Advisory Group consisting of social partners in developing a ten-year (2001-11) National Women's Employment Strategy (box 2.45).

Box 2.45

Yemen National Women's Employment Strategy

The **Yemen** National Women's Employment Strategy 2001-11, which was developed with ILO assistance and approved by the Cabinet, has four strategic objectives:

- Increase women's employment opportunities in the labour market in line with economic changes in the country.
- Enhance women's competitiveness in the labour market through rehabilitation and training.
- Improve terms and conditions of women's employment through legal coverage that secures economic and social protection for women.
- Raise awareness of women's work in Yemen.

In order to help implement the Strategy, an ILO project was developed entitled Strengthening the National Machinery for the Advancement of Women's Employment. The aims of the project are:

- Capacity building in the Directorate General for Working Women (DGWW) and other related directorates in the Ministry of Social Affairs and Labour (MOSAL).
- Coordination with governmental and non-governmental institutions towards the implementation of the National Women's Employment Strategy.
- Serving as a clearing house for sharing knowledge and information on working women's issues in Yemen.
- Launching and implementing an information and communication strategy that advocates women workers' rights and addresses perceptions and attitudes towards working women.
- During the first six months of the project (July-December 2004), some preliminary results were achieved:
- The findings and recommendations of an ILO study on women's employment in Yemen have been integrated into key national platforms, including the PRSP.
- The DGWW is being established as a recognized and effectively functioning unit in the MOSAL, working in close collaboration with other key departments/directorates.
- Monthly meetings between the DGWW and other directorates have resulted in concrete areas for action, such as undertaking labour inspections with

the Labour Inspection Directorate at workplaces where there are women workers present; and, where needed, referral of specific cases to the DGWW to follow up and advocate for women workers' rights.

In addition to the efforts highlighted in this section to mainstream gender concerns into all programmes and projects, the ILO has also been promoting activities that specifically target women, especially poor, marginalized groups of women workers. Several of the boxes in previous sections describe such targeted, women-specific activities (for example, boxes 2.5, 2.15, 2.16, 2.24 and 2.30).

Decent work opportunities for vulnerable groups

The conclusions of the Thirteenth Asian Regional Meeting also emphasized “the importance of providing appropriate training and productive employment opportunities for members of vulnerable groups, including disabled persons, indigenous people, women, older workers and unemployed youth”. There are more than 238 million people with disabilities of working age in the **Asia-Pacific region**.

In addition to advocacy efforts²⁹ (box 2.46), a number of ILO projects specifically target people with disabilities (box 2.47). Mainstream projects, such as Start and Improve your Business (SIYB) training and decent employment for workers in the informal economy, are also making specific interventions to include people with disabilities. Such mainstreaming is important because disabled persons are often a marginalized group. In addition to enhancing decent work opportunities for people with disabilities, the mainstream projects are also helping to sensitize their stakeholders to disability issues (also box 2.47).

Box 2.46

A meeting can make a difference

An ILO/Japan technical consultation on vocational training and employment of people with disabilities in **Asia and the Pacific** was held in January 2003 for tripartite representatives from 14 countries and also representatives from disabled persons' organizations. The technical consultation was prompted by several events:

- The emergence of disability as a human rights issue and the increased recognition that people with disabilities continue to be discriminated against in all aspects of community life, including training and employment.
- The end of the UNESCAP Asian and Pacific Decade of Disabled Persons 1993-2002 and its extension to 2003-2012 as per UNESCAP resolution 58/4, adopted in May 2002.
- The adoption of the Biwako millennium framework for action towards an inclusive, barrier-free and rights-based society for persons with disabilities in Asia and the Pacific in Otsu, Japan in October 2002.
- The adoption of the ILO code of practice *Managing disability in the workplace* by a meeting of experts in October 2001.
- A regional effort to fully engage the social partners in issues related to the training and employment of people with disabilities.

²⁹ See also ILO: *Proceedings of the ILO/Japan technical consultation on vocational training and employment of people with disabilities in Asia and the Pacific*, 14-16 Jan. 2003 (Bangkok, 2003) and ILO: *Moving Forward: Toward decent work for people with disabilities – Examples of good practices in vocational training and employment from Asia and the Pacific* (Bangkok, 2003).

The meeting can be judged a success because of the outputs achieved – countries developed action plans – and the follow-up activities and impact (which were monitored for the following year). People with disabilities were directly involved and networking was fostered.

- **Thailand:** Held a national follow-up meeting and started an on-the-job training programme with the Employers' Confederation of Thailand (ECOT). The Thai Government has now authorized the use of funds and started an on-the-job training programme for people with disabilities.
- **Mongolia:** Employers started a disability initiative and held a national meeting that resulted in a major policy statement. A group of concerned stakeholders arranged to address disability and employment issues in a local province. The Mongolian Employers' Federation (MONEF) leveraged local resources to have the AbilityAsia video dubbed in the Mongolian language.
- **Australia:** The Australian Chamber of Commerce and Industry seconded a government worker to develop a disability policy, which was adopted in November 2003. Australian trade unions also developed a policy initiative.
- **India:** Trade union representatives held a meeting on disability.
- **Fiji:** The country is about to ratify the Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159).
- **Republic of Korea:** Held a national meeting on disability. The ILO/Korea Programme has also included disability as a topic for support.
- **Viet Nam:** Employers held a follow-up meeting and are now involving people with disabilities in other employer initiatives, including the Start and Improve Your Business (SIYB) training.

Box 2.47

Lifting people with disabilities out of poverty

A Finnish-funded project on Alleviating Poverty through Peer Training has helped many people with disabilities in **Cambodia** escape poverty by increasing their skills and assisting them in starting micro-businesses. The project focuses on those living in rural communities where access to opportunities and training is limited. It uses the success case replication (SCR) method, which is a form of informal apprenticeship that links a disabled person with a successful entrepreneur. The latter provides training in the business and in the technical aspects of a job and the project assists the disabled person with business start-up and enhancement and financial support. The most common disability is mobility impairment due to landmines or polio. Blind persons and those with HIV/AIDS have also been trained.

The quantitative results have exceeded the project's targets: in less than two years, 276 disabled persons have completed training and started businesses. Altogether, 358 persons of both sexes and all ages have been served, comprising those who have started SCR or other training or who have received business enhancement assistance. Women accounted for 49 per cent of the beneficiaries. The qualitative achievements include increased capacity of the staff. The project has many "success stories" and received considerable publicity for its activities and achievements, including a national award. The commitment of the Government to adopt the SCR method and to extend it to other provinces is another indicator of success. The SCR methodology is the most significant feature of the project. It is particularly useful for reaching disabled persons who, for a variety of reasons, have limited access to more formal types of training. It is also suitable for persons living in rural areas, as the training usually takes place at home and no transportation is needed. It is also a culturally suitable way of delivering training as often the activities are taught informally in the country.

The project has also collaborated with a United Kingdom DFID-funded Informal Economy Project to ensure that one-third of the participants in a traditional Khmer musicians training programme includes people with disabilities. Such a mainstreaming effort has resulted in improving their income earning opportunities by enhancing their skills and market access, for example, to Khmer ceremonies, hotels and restaurants. By taking part in the training for informal-economy workers, disabled persons are not only increasing their own expertise and capacity but also contributing to the knowledge of other training participants on disability issues.

In the **Arab States**, positive results to equalize opportunities and integrate people with disabilities into the labour market have been achieved. **Jordan** has ratified the ILO Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159). Community-based rehabilitation strategies for the training and employment of disabled persons and other vulnerable groups have been adopted in **Iraq, Jordan, the occupied Arab territories, Oman** and the **Syrian Arab Republic**. Initiatives to mainstream disability concerns into vocational training and employment services have been made in **Iraq, Jordan** and **Lebanon**. Several ILO publications, including the ILO code of practice *Managing disability in the workplace*, have been translated into and published in Arabic. National capacities, including a pool of trained professionals and practitioners in the rehabilitation field, have been increased in the region.

Another particular group that the ILO has focused on is bonded labour, under the Forced Labour Convention, 1930 (No. 29), and the Abolition of Forced Labour Convention, 1957 (No. 105). Successful results have been achieved in preventing and eliminating bonded labour in **Pakistan and India** (box 2.48).

Box 2.48

Prevention and elimination of bonded labour

Pakistan has ratified the two fundamental Conventions on forced labour (Nos. 29 and 105) and national legislation for the abolition of bonded labour was enacted in 1992. In 2001, the Cabinet approved a National Policy and Plan of Action (NPPA) and a financial allocation for the Abolition of Bonded Labour and the Rehabilitation of Freed Bonded Labourers. A national committee was set up to monitor progress on the elimination of bonded labour. However, none of these mechanisms functioned properly, resulting in occasional denial by officials of the existence of bonded labour. It was in this context that the ILO gave technical assistance to render the NPPA operational. Many aspects of the NPPA have since been given impetus through ILO assistance:

- Many of the district vigilance committees (DVC) have been restructured in line with a devolution plan.
- In collaboration with the ILO, the Human Rights Commission of Pakistan was asked to contribute to enhancing the capacity of the newly decentralized district vigilance committees in five districts of Sindh with higher incidences of bonded labour. A manual in English and Sindhi was prepared for the guidance of the DVC members.
- The Bonded Labour Research Forum convened by the Ministry of Labour and the ILO conducted rapid assessment studies of the nature and significance of bonded labour in ten sectors that represent a very large proportion of the output, employment and exports of the country. These assessments probably represent the most extensive research on bonded labour done in the world.

- Awareness-raising seminars have been held and have been well received. Two round tables were held for members of the National Assembly and Senate.
- Based on the lessons learned from providing legal assistance to bonded labourers in Hyderabad, a permanent legal-aid service for bonded labourers was set up utilizing resources from the Bonded Labour Fund. The district government has also allocated funds from its own budget.
- The ILO project also came up with an initiative where landless freed labourers are provided land for housing in very easy instalments.

Bonded labour was specifically addressed in the Government of Pakistan's PRSP.

Phase I of the Prevention and Elimination of Bonded Labour in South Asia (PEBLISA) project, which commenced in 2002 with funding from the Netherlands, established interventions with 2,500 families, in the states of Tamil Nadu and Andhra Pradesh in India, vulnerable to entering into debt bondage. The project worked with concerned partners to: regulate employment contracts; improve literacy and numeracy among client groups; experiment with innovative forms of micro-finance to reach the hard-core poor; provide emergency funding to counteract life-cycle events that drive people into debt; provide education to children of vulnerable families and life-skills training on issues of health, nutrition, gender, dowry, alcoholism, etc. that drive people into debt; provide vocational training for upgrading of skills; and share and disseminate research and lessons learned on the issues of bonded and forced labour. Phase 2 of the project is scaling up the interventions in the pilot districts and also documenting the success and failure of the interventions in specific manufacturing sectors in the informal economy. At the district level, PEBLISA works through the Ministries of Labour, Social Welfare and Justice, and Scheduled and Tribal Castes. At the state level, the Government of India makes a financial commitment of 20 per cent of costs. The key achievements of PEBLISA in India are:

- Strengthening implementation of the Bonded Labour System (Abolition) Act: District vigilance committees have helped to: identify cases of bonded labour in individual districts; monitor the implementation of the Act; ensure convergence of relevant schemes for the rehabilitation of bonded labourers; and defend former bonded labourers in case of unjustified lawsuits.
- Activities with employers: A consultative meeting with employers of rice mill and brick kiln workers and power loom weavers was organized. A manual was presented on the employers' role and responsibilities. Several resolutions were made by the employers' organizations. Officials will check the follow-up of the resolutions.
- Activities with the Panchayats: A training seminar for Panchayat leaders on the elimination of bonded labour was organized. The participants came up with resolutions to be implemented by them in the coming two years. The constitution of Panchayat level committees will contribute to a system of community monitoring of bonded labour practices.
- A state-level Convention on Bonded Labour was organized in November 2003 jointly by the ILO and the state government of Andhra Pradesh. The state government has proposed eliminating the bonded labour system from rural Andhra Pradesh by 2007. Based on the suggestions received at the Convention, the state government is preparing an action plan for the elimination of bonded labour in the state.

The ILO has also been promoting the ratification and implementation of the Indigenous and Tribal Peoples Convention, 1989 (No. 169). In the **Philippines**, for example, where it is estimated that there are more than 12 million indigenous people (20 per cent of the total population), the ILO INDISCO programme has achieved significant results in mainstreaming the spirit and

intent of Convention No. 169 in the policy and programme development process concerning indigenous peoples, most importantly in the strategic medium-term Philippines development plan for indigenous peoples 2004-08 and in the Indigenous Peoples Rights Act (IPRA) (box 2.49). In the state of Orissa, **India**, another ILO INDISCO Programme has provided decent employment opportunities for poor tribal groups (box 2.50). In **Nepal**, ILO Convention No. 169 has provided a framework for peace building (box 2.51).

Box 2.49

Promoting rights and opportunities for indigenous peoples

The ILO INDISCO programme in the **Philippines** has reported the following key achievements for 2001-04:

- Demonstration pilot projects for testing innovative approaches have influenced the mainstreaming of a community-driven participatory approach in programmes and projects concerning the development of indigenous peoples by the main government and NGO partners, as well as by the indigenous communities themselves. In tapping the potentials for development of indigenous knowledge systems and practices, the approach has strengthened the capacity of the indigenous peoples to truly determine and pursue the course of their own development.
- Empowering skills, knowledge and capacities acquired by partner communities have contributed significantly to the processes that culminated in the issuance of the first official Certificate of Ancestral Domain Title (CADT) in the country, which was issued to the Kankanaey-Bago people in Bakun, Benguet Province.
- Technical support services extended by the programme, including multi-sectoral consultative processes, have contributed to the formulation of the strategic medium-term Philippines development plan for indigenous peoples 2004-08 by the National Commission on Indigenous Peoples (NCIP).
- Grass-roots experiences, best practices and lessons learned, which have been shared with policy-makers, have contributed to the issuance by the NCIP of key policy guidelines to ensure the effective implementation of the Indigenous Peoples' Rights Act.
- Support to small community development initiatives within the framework of decent work has helped to improve the quality of life in a number of indigenous communities, including: an increased capacity to assert and exercise basic rights; increased income from self-employment; availability of priority basic services; and strengthened linkages with government agencies, civil society and other service providers. Support to self-empowerment at the community level increased the indigenous peoples' capacity to plan and implement their own development priorities.
- A joint INDISCO-IPEC pilot project has helped to develop an indigenous community-driven basic education/livelihood approach against child labour which integrates the culture of the community.

The most important evidence of the success of the programme is the capacity of the partner communities, government agencies and NGOs to sustain the results achieved. This success can be attributed mainly to the effective use of the community-driven participatory approach. The approach, which is primarily anchored on sustainable indigenous or traditional knowledge systems and practices, enables communities to take the lead in their own development processes and limits development agencies only to the provision of facilitative support services.

Box 2.50**Decent employment opportunities for tribal peoples**

In the remote forests of Mayurbhanj in the state of Orissa, **India**, an ILO INDIS-CO programme has generated a process of community-owned and community-driven initiatives to provide sustainable decent and productive employment opportunities for poor tribal groups.

Covering a group of 40 villages, including 2,216 households, the programme began in May 2001, and is building capacity through the development of credit management and skills for income generation. Since the programme's inception, over 2,000 jobs have successfully been created. While traditional occupations using natural resources continue to satisfy local demand, some enterprising women have ventured into the production of appliqué and machine-knitted garments. A tribal affinity for working the land means that horticulture remains by far the most popular kind of work among men and women, generating gains of four times the initial investments. Gender-mainstreaming activities have helped bring 46 women's self-help groups, comprising 1,464 women, into the process of becoming formal primary credit cooperatives. These credit coops manage village savings and credit activities to provide fellow members of the community with an important source of capital investment on easy terms. This initiative is estimated to have helped 205 indebted families to emerge from the debt trap – no mean feat considering that in poverty-stricken tribal regions money lenders have tended to rule the roost. Greater empowerment through functional literacy, an improved awareness of rights, social protection measures and the provision of support services has improved the people's ability to access and negotiate with local authorities.

The project has generated interest at local, state and national levels, through a process of social dialogue, allowing grass-roots experiences to influence the policy environment.

Box 2.51**The Indigenous and Tribal Peoples Convention, 1989 (No. 169) and peace building in Nepal**

Poverty, discrimination, unemployment and the emergence of a culture of conflict have been major factors in the continuing political instability in **Nepal**. Within this context of poverty and insecurity, ILO work in Nepal and in the subregion as a whole has highlighted the special vulnerability of indigenous and tribal peoples (and Dalits). In a climate of growing instability and escalating violence, there is increasing recognition of the multi-ethnic and multicultural character of Nepali society and the need to address the issues of exclusion and marginalization raised by Nepal's 59 indigenous nationalities and the ethnic dimensions of the Maoist conflict. The ILO has consistently promoted dialogue between the Government and representative indigenous organizations, and has offered and explored the possibility of using the ILO Indigenous and Tribal Peoples Convention, 1989 (No. 169) as a framework for peace talks (as was the case in Guatemala in 1996).

In January 2005, the ILO, together with the National Foundation for Development of Indigenous Nationalities (NFDIN) and the Nepal Federation of Indigenous Nationalities (NEFIN) held a national dialogue conference on ILO Convention No. 169 on indigenous and tribal peoples and peace building in Nepal. The aim of the Conference was to promote Convention No. 169 and to explore its potential in the context of peace building, with a view to seeking solutions at the national level to tackle the social exclusion of indigenous nationalities in Nepal, thus contributing to lasting peace and stability. Over 150 participants attended, including a broad

representation of indigenous peoples from all five development regions, the Government, social partners, civil society, donor and development communities, the United Nations, academics and journalists. It was the first event of its kind to be held in Nepal where the link between social exclusion, conflict and the issues raised by Nepalese indigenous peoples were publicly spotlighted by a United Nations agency. The Conference provided a constructive platform for dialogue and exchange of views and culminated in a draft Declaration on Convention No. 169 and peace building in Nepal. There was consensus that the Convention could provide a clear framework for promoting national priorities as reflected in the Tenth Development Plan and PRSP.

Despite the deteriorating political situation, which has since resulted in the dissolution of the Cabinet and the declaration of a state of emergency by the King, the Conference succeeded in initiating a very positive first step towards stakeholder negotiations and conflict resolution in Nepal in the framework of Convention No. 169. The ILO's key role will be in the follow-up, through facilitating implementation of the Kathmandu Adivasi-Janjati Declaration, advocacy and networking at all levels. The success of the initiative can be judged from the following:

- His Majesty's Government of Nepal agreed to ratify Convention No. 169.
- Adoption of the Kathmandu Adivasi-Janjati Declaration, which provides concrete guidelines for the concerned parties to promote the rights of indigenous peoples and to facilitate social justice and participatory peace building within the framework of Convention No. 169.
- Provision of a strong platform for exchange of views and dialogue among all stakeholders.
- Acknowledgment and discussion of social exclusion as a root cause of conflict.
- Increased awareness among all stakeholders, particularly the Government, of Convention No. 169 and the benefits of using it as a development framework to address the needs of indigenous nationalities, by providing a set of standards on which to base future policies and programmes for these groups.
- Increased awareness among all stakeholders, particularly the Government, of the potential of Convention No. 169 as a peace-building tool.

Fighting HIV/AIDS in the world of work

The Asia-Pacific region was home to 19 per cent of the men, women and children living with HIV in 2004. This amounts to infection rates that are low compared to some other continents, particularly Africa. But because the populations of many Asian nations are so huge, even low HIV prevalence means large numbers of people are living with HIV – some 5.2 million men, 2 million women and 168,000 children according to new estimates from UNAIDS/WHO.³⁰

What the ILO brings to the global and regional response to HIV/AIDS is a focus on the workplace and on the economic and social impact. The ILO focuses on HIV/AIDS as a workplace issue because at least two-thirds of those living with the virus are workers, in either the formal or informal economies. There are three key components to the ILO approach:

- the first is to ensure that rights at work are respected and action is taken to ensure that stigma and discrimination are addressed. The ILO has

³⁰ Monitoring the AIDS Pandemic (MAP) Network: *AIDS in Asia: Face the facts* (Bangkok, 2004) at www.mapnetwork.org.

developed a code of practice on HIV/AIDS and the world of work which covers the protection of rights, non-discrimination in employment, gender equality, social dialogue, prevention, care and support;

- the second is to mobilize the social partners and to give them the capacity to address the epidemic in their own activities. Workers' and employers' organizations are playing a prominent role in addressing HIV/AIDS as a workplace issue. Governments need to provide a legal and policy framework that ensures that HIV/AIDS concerns are integrated into broader development plans and processes;
- the third component concerns partnerships. The ILO works closely with other co-sponsors of UNAIDS to create a more coherent approach at national level and to ensure cost-effective use of available resources.

In **India**, an ILO programme funded by US-DOL has been successful in initiating action on HIV/AIDS prevention, care and support in the world of work (box 2.52). In **Thailand**, collaboration between the ILO and the Thai Ministry of Labour has led to the country-wide replication of HIV/AIDS workplace education programmes (box 2.53). Workers' and employers' organizations are also playing increasingly important roles. In **Cambodia**, for example, trade unionists conduct peer education for workers, while the key employers' organization has mobilized enterprises in the garment, hotel and tourism sectors. In **China**, the tripartite constituents are starting to take the lead in the fight against HIV/AIDS (box 2.54). A regional Arab strategy on HIV/AIDS and the world of work has been developed but there are still constraints limiting effective adoption and implementation of the strategy and "breaking the silence" by individual **Arab States** (box 2.55).

Box 2.52

HIV/AIDS: Action in India

India had an estimated 5.1 million people living with HIV/AIDS (PLWHA) at the end of 2003. This makes India home to more than 13 per cent of the global population of PLWHA. Nearly 89 per cent come from the most productive 15-49 years age group. The AIDS policy of the Government of India stresses that "... The organized and unorganized sector of industry needs to be mobilized for taking care of the health of the productive sections of their workforce".

The ILO, in consultation with its tripartite constituents and the National AIDS Control Organization (NACO), is currently implementing a programme aimed at establishing sustainable national action on HIV/AIDS prevention, care and support in the world of work. The immediate objectives are to better equip the ILO's constituents to adopt and implement effective workplace policies and programmes to prevent the spread of HIV, discrimination and stigmatization of PLWHA and to enhance tripartite action against HIV/AIDS in the States of Madhya Pradesh, Jharkhand and West Bengal, covering both formal and informal-economy workers. Some main activities and results are:

- The programme trained 246 Education Officers of the Central Board for Workers' Education who conducted training programmes which reached a total labour force of 313,226 during the period June 2003-June 2004. Of this total, 92,859 were in the organized sector, 128,682 in the unorganized sector and 91,685 in the rural areas; 120,970 were male workers and 192,256 were female workers.
- Through a unique approach of enterprise-level initiatives, the programme also reached 55 enterprises in the three states covering a labour force of 168,565. A total of 1,225 trainers were trained in these enterprises to conduct in-house training for the workers.
- Some enterprises have been convinced to formulate an enterprise policy on HIV/AIDS.

- Through the capacity-building efforts of trade unions to deal with the issue of HIV/AIDS, and to mainstream it in their workplan, one of the five main trade union centres – Hind Mazdoor Sabha – has formulated a draft policy for adoption and implementation by its affiliates.
- Some of the major enterprises have extended the HIV/AIDS programme to reach the unorganized sector, particularly those engaged in the supply chain, ancillary units and neighbouring communities. Another unique approach is working with informal economy women's associations and unions to reach out to their members in order to sensitize them to the issue of HIV/AIDS.
- A statement of commitment to fight HIV/AIDS at the workplace has been formulated through consultations with national-level employers' organizations. This will be published and disseminated by the employers' organizations for adoption by their affiliates.

Box 2.53

Prevention and management of HIV/AIDS: Outreach to factories

An ILO project in **Thailand** developed technical guides and training materials for workplace education on HIV/AIDS and strengthened the role of the Ministry of Labour (MOL) in support of HIV/AIDS workplace education programmes. The main activities and results over the time frame January 2002 to December 2004 have been:

- At the local level, workplace education was conducted in enterprises in the pilot province of Rayong. Over 6,000 workers and approximately 100 employers have been educated in HIV/AIDS. Nearly 100 workers have been trained as peer educators and more than 40 companies certified as having adopted HIV/AIDS policies in line with international standards.
- At the provincial level, capacity building was conducted in Rayong so that representatives of workers' and employers' organizations, labour protection officers and NGO service providers have enhanced capacity to assist in the implementation of HIV/AIDS workplace programmes.
- At the national level, the project has been successful in making HIV/AIDS a concern of MOL. A company certification scheme has been adopted by MOL. A national code of practice on HIV/AIDS at the workplace has been drafted and is to be issued by MOL in early 2005. There has also been significant upscaling of interventions through workplace education programmes funded by the Global Fund to fight AIDS, Tuberculosis and Malaria (GFATM).
- At the regional level, some of the tools, such as a Thai employers' guide on managing HIV/AIDS, have been adapted and published (e.g. in China and Cambodia and in preparation in Indonesia).

The social partners have played an active role as members of the National Committee on HIV/AIDS at the workplace. They also helped to draft the national code of practice and were involved in various advocacy and training activities as well as in the production of the action guides.

Box 2.54

Mobilizing the tripartite constituents in the fight against HIV/AIDS in China

The ILO's continuous advocacy work and technical advisory services to its tripartite constituents in **China** have led to the successful mobilization of the non-health sector institutions in the fight against HIV/AIDS at a relatively early stage of

the epidemic. Advocacy started in 2001 and was followed by strategic planning and capacity building in 2003 and implementation of a comprehensive programme as of early 2005. Key activities have included: awareness raising and capacity building among employers and workers' representatives and among officials of the Ministry of Labour and Social Security (MOLSS) in Beijing, Szechuan and Yunnan; development of technical tools (education and training materials); research on the impact of HIV/AIDS on labour and social security; and advice on national policy reform, for example on HIV/AIDS testing.

The ILO's constituents have started to take the lead in the fight against HIV/AIDS at the workplace, as exemplified by the launch of a Red Ribbon Health Campaign for Employees by the China Vice-Premier, the Vice-Minister for Labour and Social Security and the Vice-Presidents of the All China Federation of Trade Unions (ACFTU) and the China Enterprise Confederation (CEC) in November 2004. Political commitment has also been secured for the implementation of workplace-level interventions as foreseen under a US\$3.5 million ILO/US-DOL Workplace Education Programme beginning in early 2005.

Box 2.55

Regional Arab strategy on HIV/AIDS and the world of work

Based on the ILO code of practice on HIV/AIDS and the world of work, the first regional Arab strategy on HIV/AIDS and the world of work was developed for adoption by the countries of the region. The components of the strategy cover advocacy and sensitization, capacity building, protection of human rights, awareness and prevention, care and support, extension to the informal economy, improved data on HIV/AIDS, resource mobilization and reinforcement of HIV/AIDS activities. As a response to the strategy and to Goal 6 of the Millennium Development Goals related to HIV/AIDS, the following results have been achieved:

- Recognition of HIV/AIDS as a world of work issue, and the application of ILO principles and policies as set out in the code of practice.
- The education and training manual relating to the ILO code of practice was translated into Arabic.
- **Jordan, Lebanon** and the **Syrian Arab Republic** have taken initiatives to incorporate this strategy into their workplace policies. In **Lebanon**, for example, a number of employers have promoted a workplace policy on HIV/AIDS.
- In **Lebanon** and the **Syrian Arab Republic**, labour inspectors have been fully trained on the subject, using ILO materials. Some of the labour inspectors have also been trained as peer educators.
- Coordination between Ministries of Labour and Health and National AIDS Programmes in **Jordan** and **Lebanon** has been established.
- The International Confederation of Arab Trade Unions (ICATU) has stated its commitment to HIV/AIDS policy at the workplace and the principles guiding workers, including those which aim at combating discrimination and stigmatization on the basis of confirmed and suspected cases.

However, there are still a number of constraints that limit or delay the adoption of the strategy at country level, including:

- insufficient political commitment. A number of decision-makers still do not perceive the seriousness of the epidemic or even deny its mere existence;
- shortage of data;
- social, cultural and religious norms.

Protecting migrant workers and preventing trafficking

Delegates to the Thirteenth Asian Regional Meeting expressed the following concern:

... migration, as a manifestation of the globalizing world, cannot in most cases be conceived as favouring the sending country alone, but as benefiting also many receiving countries by providing much needed workers. Migrant workers are often the least protected. Irregular migration and trafficking expose workers to the worst forms of abuse and exploitation. Even legally admitted workers do not enjoy the same rights and level of social protection as the national workforce in most countries. Recognizing that bilateral and multilateral approaches are prerequisite for safeguarding the least protected, the delegates request the Office to take a lead in developing and facilitating appropriate policy measures for migrant workers within the framework of Decent Work.

At its 92nd Session in June 2004, the International Labour Conference adopted an ILO plan of action for migrant workers which includes “development of a non-binding multilateral framework for a rights-based approach to labour migration which takes account of labour market needs, proposing guidelines and principles for policies based on best practices and international standards”.³¹

The Office has been responding to the conclusions of the Thirteenth Asian Regional Meeting and the ILO plan of action for migrant workers, and also to the strong demand for technical assistance from the constituents, through a range of activities. They include policy advice (such as through the ILO/Korea Partnership Programme “Enhancing national capacity on migration management in Cambodia, the Lao People’s Democratic Republic, Mongolia and Thailand”, knowledge sharing and capacity building (including regional and subregional meetings and translation of training materials into local languages). The ILO has also been supporting trade unions and employers’ organizations in their efforts to address the problems of migrant workers. For example, ICFTU-APRO held a Regional Consultation on developing a cooperating mechanism for promoting and protecting the rights of migrant workers, in Jakarta in March 2003; the Federation of Trade Unions Burma produced a video depicting the challenges facing Burmese migrant workers in Thailand; and trade unions organized a technical meeting on studies of out-migration in Bangladesh, India, Nepal, Pakistan and Sri Lanka in December 2003. The Employers’ Confederation of Thailand (ECOT) organized two seminars on migrant workers and the registration process in January 2005, to be followed by a survey of Thai employers in the construction, seafood processing, garment manufacturing and tannery industries on issues, challenges and best practice examples of employment of migrant workers.

In the **Islamic Republic of Iran**, a Memorandum of Understanding was signed in March 2004 between the Ministry of Labour and Social Affairs, the International Organization for Migration (IOM) and the ILO to facilitate development of policies on labour migration. Under the MOU, a conference is scheduled in 2005 for training of policy-makers.

The ILO has also been conducting action programmes, a high profile one being the ILO-IPEC Mekong Subregional Project to Combat Trafficking in Children and Women (TICW). In a subregion where the campaign against human trafficking is largely centred on law enforcement and legal frameworks, the Mekong project’s emphasis on prevention strategies, both in the source communities and at destination workplaces, is gaining policy acceptance and increased national ownership (boxes 2.56 and 2.57). Another

³¹ Resolution concerning a fair deal for migrant workers in a global economy, adopted at the International Labour Conference, 92nd Session, Geneva, 2004.

regional project with funding from US-DOL – Project for combating child trafficking for labour and sexual exploitation – has expanded from three countries – **Bangladesh, Nepal and Sri Lanka** – in Phase I, to an additional three countries – **Pakistan, Thailand and Indonesia** – in Phase II (box 2.58).

Box 2.56

Community action against trafficking: Voices across the Mekong

The ILO-IPEC Mekong Subregional Project to Combat Trafficking in Children and Women (TICW), funded by UK-DFID, has been operating since 2000 in **Cam-bodia, China, the Lao People's Democratic Republic, Thailand and Viet Nam**. The project focuses on prevention as the crux of the approach to the problem of trafficking. It encourages and supports at-risk children, families and communities as the primary stakeholders, to take local self-help action through a range of awareness-raising activities, microfinance schemes, savings and credit groups, skills training, education and gender equality promotion. This preventive work “on the ground” is guided by macro-level policy and supported by capacity-building initiatives at the district, provincial and national levels.

The results to date have been encouraging, and the community models have been received positively. A project evaluation of local-level initiatives cites significant changes in community relationships resulting from the stakeholders' involvement in the project:

- *Children are seeing changes in their relationships within the family, in school and in the community.* Children are more aware of their rights to parental care and protection, and are asking and receiving better family care, including the right to education. They are more confident they know how to spot traffickers and to protect themselves. Girls are being given greater value by parents, including sending them to and keeping them at school. Teachers are soliciting children's views more often. In the community, children are gaining the ear and trust of adults. They are also seen as more effective communicators when it comes to reaching other young people.
- *Communities are more caring and supportive of children, women and families at risk of trafficking.* Communities have begun to assume responsibility for the welfare of their members, whereas before incidents of trafficking, child abuse or domestic violence were seen as strictly personal or family affairs. Communities are keeping track of families and their movements, reporting to and working closely with security forces in cases of trafficking or setting up their own protection networks. They have organized self-help groups, credit and savings groups for women and families deemed at risk and provide counsel and practical advice for potential migrants.
- *Young people are becoming their own advocates and exercising the responsibilities that come with their rights.* Groups of young advocates have been organized and trained in drama, drawing, story telling, song and dance, and video production to broadcast the situation of trafficking. Some youth groups are also designing interventions or community messages.
- *Women are finding strength in organization.* Through leadership roles in village development committees and organization into self-help, savings and credit groups, women are now more confident about their own abilities to make decisions, to speak up and assert themselves and to take control of their lives. They have developed strong support systems among themselves.
- *District and provincial authorities are creating an enabling and participatory environment for local action.* Communities receive direct and continuing training and technical support from provincial and district offices and other civil society organizations. Some provincial and district programmes and budget allocations have been increased or reoriented to respond to the needs indicated by local plans of action. Provincial and district bodies provide

valuable links between higher policy-making and decision-making levels and the community.

- National governments are thinking more about their poor and vulnerable groups. In all countries national steering committees have expressed readiness to step up poverty alleviation and trafficking prevention efforts, including through financial (topping up village development funds) and technical (improving data collection) support.

The project has moved to an expanded second phase, with greater emphasis on trafficking within a broader migration framework – including workplaces at destination points. Community prevention programmes are being consolidated and replicated for a doubling of project sites in all countries. Following the success of the China Yunnan component of the project, a new project looking at internal movement and trafficking has been started in China (box 2.57).

Box 2.57

Replication and leveraging to national level: Preventing trafficking

The ILO-IPEC Mekong Subregional Project to Combat Trafficking in Children and Women (TICW) undertook anti-trafficking interventions in the Yunnan Province of **China**. The All-China Women's Federation (ACWF) functioned in a liaison capacity at national level to facilitate these interventions, following an agreement between the ILO and the Ministry of Labour and Social Security (MOLSS) to combat trafficking by working directly with the ACWF. The Yunnan Province Women's Federation (YPWF) was delegated responsibility by the ACWF to be the core partner of the TICW project in Yunnan province.

Phase I of the project, from 2002 to 2003, was a success as thousands of women and children were prevented from being trafficked, pilot models were tested and learning was documented. The main factors that helped create momentum towards a larger national programme were:

- broad-based participation of stakeholders at provincial and national levels;
- efforts to document and widely share research and learning;
- advocacy work done by Yunnan provincial leaders.

Lessons learned from the project in Yunnan were shared during a National Replication Meeting in October 2002 in Beijing. The meeting generated enthusiasm for the replication of the pilot tested models in other provinces and a national-level programme. The positive momentum was used to organize a round-table meeting in November 2003 with participants from core ministries at the national and provincial levels. A basic outline was developed in a participatory manner for a National Project to Prevent Trafficking in Girls and Young Women for Labour Exploitation within China (CP-TING) and agreed among key stakeholders, including the ACWF and the MOLSS. In early 2004, DFID-China committed funds to implement this new project at the national level and in Anhui, Henan and Hunan (sending provinces) and Guangdong and Jiangsu (receiving provinces). The following core lessons from the Yunnan project were used and integrated in to the CP-TING project:

- A multidimensional response is required that addresses the root causes of trafficking.
- It is important to create conceptual clarity that trafficking not only covers selling and kidnapping babies for adoption and women for marriage purposes, but also luring them into prostitution and/or other acceptable forms of labour.
- The importance of an inter-provincial policy and “safe” migration framework among “sending” and “receiving” provinces should be recognized as an alternative to trafficking;

- There should be a special focus on girls and young women as they are most vulnerable – with age-specific interventions (i.e. keeping those under 15 years in school, and awareness raising and safe internal migration for those aged 16 and over);
- There should be a focus on addressing son preference as an issue, as it triggers early school drop-out and “blind” migration of girls at an early age.

Box 2.58

Combating child trafficking for labour and sexual exploitation

The project to combat trafficking in children in South Asia (TICSA), that covered **Bangladesh, Nepal** and **Sri Lanka** during 2000-02, has extended into a regional project (2003-06) including **Pakistan, Thailand** and **Indonesia**. The overall objective is to strengthen the capacity of national partners to prevent child trafficking within and across national borders for sexual and labour exploitation and to rehabilitate the child survivors of trafficking. The project includes research, policy advice, capacity building, rescue, rehabilitation and reintegration. The rehabilitation model includes rescue, psychosocial counselling, non-formal education, vocational training, economic empowerment, awareness raising and social mobilization. Child-friendly guidelines for the humanitarian treatment of the victims of trafficking are being developed. The following policy-level achievements to which TICSA contributed can be cited:

- **Bangladesh:** Ratification of Convention No. 182 on 12 March 2001; a National Plan of Action to Combat Child Trafficking prepared by the Ministry of Women and Children's Affairs approved by Cabinet in February 2002; SAARC Convention on Preventing and Combating Trafficking in Women and Children for Prostitution signed in 2002; an anti-trafficking cell established in the Ministry of Home Affairs in 2004.
- **Nepal:** Ratification of Convention No. 182 on 3 January 2002; the revised National Plan of Action to Combat Child Trafficking endorsed by Cabinet in January 2003; a review completed on the national Labour Act and Children's Act for endorsement by Parliament.
- **Sri Lanka:** Ratification of Convention No. 182 on 1 March 2002; a National Plan of Action to Combat Child Trafficking; strengthened institutional capacity of the National Child Protection Authority; Act No. 8 of 2003 amended the Employment of Women, Young Persons and Children Act to raise the minimum age to receive training to engage in jobs of a “dangerous nature” from 14 to 16 years; draft plan of action to eliminate the worst forms of child labour recommended for approval by tripartite constituents and by the National Steering Committee on Child Labour.

The project has been working closely with employers' and workers' organizations, as well as with NGOs. In **Sri Lanka**, the Ceylon Workers' Congress worked with TICSA to raise awareness of child trafficking in plantation communities. It set up units of social mobilizers to help prevent child trafficking and facilitate the reintegration of child survivors. In **Bangladesh**, 60 community vigilance teams in border-belt unions were strengthened to help intercept incidences of child trafficking. Representatives of workers' organizations in the transportation sector have also been active in rescuing child victims. In **Nepal**, the Nepal Restaurant and Small Hotel Workers' Union and the Restaurant and Bar Association of Nepal collaborated to ensure safe working conditions for girls who work in small restaurants. In **Indonesia**, the Indonesian Child Welfare Foundation (YKAI) linked its initiatives to prevent child trafficking with corporate social responsibility initiatives of the private sector. Private

companies gave donations to set up a mobile library for children and to provide scholarships for some 300 children. YKAI, under TICSA support, worked closely with the International Garment Training Centre to provide six-month-long training in industrial sewing to girls at risk and to subsequently offer them job placement.

Special attention has focused on migrant domestic workers who tend to be among the most vulnerable to discrimination, exploitation and abuse and who also represent one of the most important categories of migrant workers in the region.³² To raise awareness of their vulnerability and disseminate knowledge of good practices to address the problem, the ILO has been conducting advocacy and capacity-building workshops in sending and receiving countries. These workshops target not only government agencies, trade unions and employers' organizations, but also public and private recruitment agencies and the (potential) migrant domestic workers and their families and local communities. In the Arab States, studies documenting the situation of migrant domestic workers have helped promote collaboration between the ILO and other international organizations to address their vulnerability (box 2.59).

Box 2.59

Protecting women migrant domestic workers

To identify the problems facing women migrant domestic workers and to determine the extent of their vulnerability, the ILO conducted research in **Bahrain, Kuwait, Lebanon** and the **United Arab Emirates**. The research revealed practices and patterns that are the root causes of the vulnerability of these migrant women and suggests strategies for addressing the causes. A publication in English and Arabic has contributed to awareness raising and helped to develop specific legal and institutional responses. Dialogue around the publication has promoted collaboration between the ILO, the UNHCR and UNIFEM to develop specific proposals for:

- Awareness raising for judges and lawyers to influence their approach to dealing with women migrant domestic workers, which is currently very much a criminalizing one (Lebanon as a pilot country).
- A regional policy-makers meeting on domestic workers to discuss/identify legal, institutional and social responses.
- A documentary film on domestic workers in the Arab States, following them from their countries of origin, starting with Sri Lanka.
- Country assessments for **Saudi Arabia, Yemen** and **Oman** where there has been demand from trade unions, NGOs and the Government.

See: S. Esim and M. Smith (eds.): *Gender and migration in Arab States: The case of domestic workers* (Beirut, ILO, 2004).

³² By 2000, the number of female migrants was estimated to have surpassed the number of male migrants in East and South-East Asia (5 million versus 4.9 million). The female migrants in West Asia constitute 48 per cent of all migrants in the subregion. To give a sense of the significance of women migrants in domestic work, some figures can be quoted: in Hong Kong, migrant domestic workers numbered more than 202,900 in 2000, between 1999 and June 2001, 691,285 Indonesian women left their country (representing 72 per cent of total Indonesian migrants) to work mainly as domestic workers; in Malaysia there were 155,000 documented (and many more undocumented) migrant domestic workers in 2002. ILO: *Preventing discrimination, exploitation and abuse of women migrant workers: An information guide* (Geneva, 2003), Booklet 1, pp. 9-11.

A subregional project on Mobilizing Action for the Protection of Domestic Workers from Trafficking and Forced Labour began in May 2004 and will end in March 2006. Funded by UK-DFID, the project covers the sending countries of Indonesia and the Philippines and the receiving countries of **Malaysia, Singapore and Hong Kong Special Administrative Region, China**. Although it is too early to report tangible results, the aims of the project are to strengthen the protection of domestic workers through: (i) a law and policy framework on domestic work; (ii) advocacy and research to broaden understanding of the situation of domestic workers; (iii) outreach and empowerment of domestic workers; (iv) capacity building of stakeholders; and (v) targeted interventions to reduce trafficking and forced labour of domestic workers and to protect and assist those who have suffered.

Strengthening tripartism and social dialogue

At its 90th Session (June 2002), the International Labour Conference adopted a resolution that: (i) invites the governments of member States to ensure that the necessary preconditions exist for social dialogue, including respect for the fundamental principles and the right to freedom of association and collective bargaining, a sound industrial relations environment, and respect for the role of the social partners; (ii) invites governments, as well as workers' and employers' organizations, to promote and enhance tripartism and social dialogue, especially in sectors where tripartism and social dialogue are absent or hardly exist; and (iii) invites the Governing Body to instruct the Director-General to ensure that the ILO and its Office engage in various activities to enhance the role of tripartism and social dialogue in the Organization.

At the Thirteenth Asian Regional Meeting, the delegates had reiterated that "the most effective way to define and implement a national policy to reduce the decent work deficit is through tripartite social dialogue" and that "such dialogue is only possible when the participants are equal partners". The delegates also stressed "the importance of the right of freedom of association and the right to collective bargaining as the foundations for social dialogue" and urged "all member States to implement fully the rights set out in the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), throughout their national territory".

Unfortunately, despite highlights in a few countries, the situation in terms of freedom of association is worrying – stagnant, if not overall worsening. As at end January 2005, out of 28 countries in the Asia-Pacific region, 13 had ratified Convention No. 87 and 16 had ratified Convention No. 98; of 11 Arab States, three had ratified Convention No. 87 and five Convention No. 98; 14 countries in the Asia-Pacific region and five Arab States had ratified the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144). As at end January 2005, there were 20 active cases from Asia pending before the Committee on Freedom of Association and one from the Arab States.

On a more positive note, as emphasized throughout this report, the tripartite partners have been closely involved in the development, implementation and monitoring of national efforts and plans of action for decent work (see also box 2.60). The ILO has helped to formally involve the social partners and the labour ministries in the PRSPs. An important outcome is the growing recognition by the international financial institutions that the social partners have a key role to play in creating a genuine sense of national ownership. For example:

- **Bangladesh:** The Ministry of Labour and Employment constituted a Decent Work Advisory Body, with the participation of key government ministries and agencies and representatives of workers' and employers' organizations. The role of the Advisory Body is to identify and endorse country priorities and review the progress and implementation of the Decent Work Pilot Programme.
- **Islamic Republic of Iran:** The work plan was designed on the basis of specific requests by the tripartite constituents. The Ministry of Labour and Social Affairs and employers' and workers' organizations were closely involved in the preparation of an employment strategy for the country and also in a national conference on women's employment, empowerment and equality. The tripartite constituents signed a Memorandum of Understanding in October 2004 regarding the need to revise the country's labour laws in line with international labour standards, including the implementation of freedom of association.
- **Nepal:** Workers' and employers' organizations have been closely involved in the formulation of the PRSP, the Tenth Five-Year Development Plan of Nepal and also the National Plan of Action on Decent Work.
- **Pakistan:** The ILO helped to ensure that the priorities of both employers' and workers' organizations, as well as those of the Ministry of Labour, were adequately reflected in the PRSP. The Decent Work Country Programme was framed in consultation with the tripartite constituents both in the federal capital and in the provinces, with the final consensus at a tripartite meeting at national level.
- **Philippines:** A National Tripartite Advisory Committee and a Tripartite Technical Working Group have been set up to design, review and monitor the implementation of the Philippine Decent Work National Plan of Action.
- **Viet Nam:** Tripartite consultative meetings are organized to set priorities for the ongoing formulation of the country programme. On occasions, other members of the government-initiated Tripartite Working Group on ILO Affairs are invited to the meetings. Members of the Committee comprise high-ranking officials from the Ministries of Foreign Affairs and Finance; their participation in such consultations is crucial and beneficial to all parties in terms of political support and possible financial commitment where needed.

Box 2.60

The role of tripartite constituents in decent work country programming

In **Sri Lanka**, since 2004, the Decent Work Country Programme has been the basis on which the tripartite constituents review the work plan of the ILO Office for each biennium. The actual review is conducted once every three months, when the Office hosts a tripartite review meeting. At these meetings, each group examines the ILO report on work done during the reporting period and determines the follow-up needed. This system has enabled constituents to participate proactively in the work plan process of addressing priority issues in the country and also monitoring progress on programme impact. The ILO also conducts individual and issues-based discussion with all constituents. These one-on-one consultations have led to a broader interaction with the respective constituent groups and have also stimulated an environment of cooperation and capacity building. One example is the work done with the National Association for Trade Union Research and Education (NATURE) where issues arising out of trade union multiplicity¹ were overcome and common working grounds were established in pursuing the Decent Work Agenda. The ILO has also been building social dialogue and tripartism through collaborative

action on topics such as the expiry of the Multifibre Agreement, the development of a code on sexual harassment, the incorporation of the ILO code of practice on HIV/AIDS and the world of work and the development of guidelines on social dialogue at workplaces. The collaboration has positively impacted on programme operation and efficiency in addressing issues in a more transparent and accountable manner by the constituents.

¹ There are over 1,700 trade unions in operation and there are no national-level trade union federations.

ILO efforts to promote and strengthen tripartism and social dialogue have resulted in some notable achievements. In **Sri Lanka**, for example, social dialogue has helped to promote social responsibility in export processing zones (box 2.61). In **Indonesia**, an ILO project, financed by US-DOL since 2001, has been contributing to the promotion and realization of freedom of association and the right to collective bargaining, strengthening the capacities of the constituents, assisting in the labour law reform programme, and establishing sound industrial relations. A specific outcome of the project was close tripartite involvement in drafting the Manpower Act and Dispute Settlement Act under the labour law reform programme of the Government. These acts were promulgated in 2003 and 2004, respectively, by Parliament, followed by the drafting and adoption of the implementing regulations. Another innovative component of the project has been the training of police on industrial relations issues (box 2.62).

Box 2.61

Promoting social responsibility through dialogue in EPZs

Export processing zones (EPZs) are a major feature of the labour market in **Sri Lanka**. They are an important source of employment, especially for women. However, working conditions, labour relations and human resource development are issues requiring improvements.

The ILO has been providing advisory services and technical cooperation activities to address these issues. Meetings between the Board of Investment (BOI) and the Ministry of Labour Relations and Foreign Employment have fostered greater coordination and cooperation. The ILO organized a Subregional Workshop on Promoting Social Dialogue in EPZs in South Asia in November 2001 in India. Following this meeting, a tripartite study team from Sri Lanka visited the EPZs in the Philippines. Following this visit, the Government issued a directive to ensure that ILO Conventions Nos. 87 and 98 be respected in EPZs and a circular to the effect was sent to all enterprises in the EPZs. In addition, the existing guidelines of the Employee Councils of the BOI were revised to allow the Employee Council to collectively bargain and settle disputes at the enterprise level; the Employee Councils should consist of elected representatives of workers. As a result of follow-up work by the Government, the labour laws were also amended to outlaw anti-union discrimination and make it mandatory for employers to recognize representative unions.

Box 2.62

Training the police on industrial relations issues

An ILO Declaration project funded by US-DOL in Indonesia has trained 30 police officers as master trainers on ILO fundamental principles and rights at work and national laws that govern the role of police in handling industrial dispute situations.

These master trainers are expected to play an important role in sustaining the programme within the National Indonesian Police beyond the life of the project, by incorporating labour matters into training they are providing under their respective jurisdictions.

One of the outputs of the training is a Police Conduct Guideline on Maintaining Law and Order in Industrial Relations Disputes, which will be enacted by the Chief of National Police in early 2005. Provisions of the Guideline stipulate that, inter alia, the police role in industrial dispute situations shall be limited to the maintenance of law and order in such situations where there is a threat to public safety and order, and not to interfere where the situation is otherwise. In performing such a role, the police are expected to ensure the peaceful exercise of workers' and employers' rights to strike or lockout. The Guideline has been developed through a series of consultative processes with representatives of the Ministry of Manpower and Transmigration, trade unions and the Indonesian Employers' Association (APINDO), who met with police officials for the first time on such issues.

Representatives of the tripartite constituents are also involved as participants in a series of sensitization training conducted for police officers at provincial, district and sub-district levels. These activities have initiated dialogue between the Indonesian National Police and industrial relations actors in the country from national to local levels.

In Nepal, ILO efforts to promote social dialogue and tripartism resulted in provisions in the Labour Act related to tripartism – such as the establishment of the Labour Relations Committee at the enterprise level, the Minimum Remuneration Fixation Committee and the Central Labour Advisory Board. Furthermore, with ILO technical support, workers' and employers' organizations agreed on a new minimum wage through bipartite dialogue and jointly made a recommendation to the Government for implementation. Employers and workers were also actively engaged in ongoing social dialogue to reform the labour law, in which they agreed to a seven-point agenda for discussion, including the issues of social security and labour flexibility. However, the political situation in the country since February 2005 has curtailed the functioning of workers' and employers' organizations and social dialogue.

In the Philippines, tripartite social dialogue resulted in a Social Accord signed on 4 October 2004 by the Government, major business organizations and prominent trade unions. The Social Accord seeks to address the current economic and financial problems facing the country. The main elements of the Social Accord are that the workers will resort to strike only as a measure of last resort and employers will not have recourse to lockout, closure or re-trenchments and layoffs except in extreme circumstances. **In Pakistan**, a unique Workers and Employers Bilateral Council (WEBCOP) has made noteworthy achievements (box 2.63).

Box 2.63

Workers/employers bilateral partnership

The Workers and Employers Bilateral Council of **Pakistan** (WEBCOP) was established in 2000 as a bilateral social dialogue mechanism at the national and provincial level. The establishment of WEBCOP was initiated by 54 members representing all major labour federations and employers of Pakistan, i.e. 25 each with four independent experts. WEBCOP is operational throughout the country with the setting up of 12 chapters in various provinces of Pakistan. The ILO provided considerable support during the inception and subsequent organizational expansion of

WEBCOP. ILO assistance included technical backstopping and training for leaders of workers' and employers' organizations as well as government officials on the principle and value of social dialogue. The bipartite social dialogue is directed at enhancing the collective role and efforts to meet the challenges posed by globalization, harmonize industrial relations, resolve industrial disputes, and improve productivity through consultation and consensus. WEBCOP contributed to the development of a Code of Conduct for Gender Justice at the Workplace and also initiated an effort in support of the Alliance Against Sexual Harassment (AASHA) for the voluntary adoption of the Code. WEBCOP collaboration with the National Skill Development Council has resulted in the provision of free technical and vocational training for workers and their children. To date more than 4,000 workers and their children have benefited from training in a range of employable trades with commensurate vocational certificates. WEBCOP's first Annual Convention on 29 December 2004 in the ILO auditorium in Islamabad was inaugurated by the President of Pakistan. He pledged government support to WEBCOP objectives and requested workers' and employers' organizations to make proposals to increase the existing minimum wage and find constructive bipartite solutions to the outstanding issues pertaining to the revision of the Industrial Relations Ordinance (IRO). WEBCOP is now acknowledged as a legitimate vehicle for bipartite partnership in order to promote social and labour policies and especially to speedily resolve problems in labour relations in workplaces to promote an overall win-win situation.

A cooperation agreement was signed between the ILO and the GCC Executive Bureau relating to the promotion of tripartism and social dialogue and the realization of fundamental principles and rights at work. As part of the Decent Work Pilot Programme in **Bahrain**, efforts were exerted to promote social dialogue on critical national issues related to labour market reform, the new labour law, wage policy, employment policies, social security systems and VET policies. In **Iraq**, social dialogue helped in the elaboration of the labour code and in identifying priorities for job creation and employment generation. In the **occupied Arab territories**, social dialogue enhanced the effective participation of the social partners in the establishment and management of the Palestinian Fund for Employment and Social Protection and in the elaboration of the new labour code. In **Yemen**, social dialogue opened the path for the social partners to participate in the elaboration of the labour code, in promoting gender mainstreaming and in the implementation of the project on combating child labour. In **Jordan**, an ILO/US-DOL project helped improve the legal framework for social dialogue and strengthened the capacities and negotiating skills of the labour administration staff of the Ministry of Labour, as well as those of the representatives of the employers' and workers' organizations. The **Saudi Arabia** Council of Ministers approved a decree concerning rules for the establishment of labour committees at the enterprise level and held discussions with the ILO on future regulatory conditions for establishing a worker's committee and adopting new legislation relating to freedom of association.

At the enterprise level, social dialogue has helped achieve improvements in the working environment, reduced labour disputes, developed trust and also led to enhanced productivity (box 2.64)

Box 2.64

The SAVPOT experience

The South Asia and Viet Nam Project on Tripartism (SAVPOT), funded by the Norwegian Government and covering **Bangladesh, India, Nepal, Pakistan, Sri Lanka** and **Viet Nam**, focuses on four main lines of action:

- To develop and profile innovative initiatives and dialogue at the enterprise level.
- To develop and support social dialogue at the national level, identifying where policy interventions could assist enterprise growth and workplace improvement.
- To disseminate best practices.
- To involve women in social dialogue.

SAVPOT has reported a number of successful examples of social dialogue at the enterprise level in each country. Strengthened social dialogue in Nepal helped in mainstreaming gender issues; in Sri Lanka the case of privatization in a multi-union situation was tackled; in India the workers visited customers to understand problems in the products produced. In Pakistan and India, the process of social dialogue has resulted in resolving disputes through alternative dispute settlement mechanisms rather than through litigation. In both Nepal and Pakistan the outcome of social dialogue between employers and trade unions can be seen at the national level where bipartism is being used as an approach to determine the minimum wage accepted by the Government.

In **Viet Nam**, a decree on tripartism, which was drafted in the context of SAVPOT with technical advice from the ILO, was issued by the Prime Minister on 14 July 2004. The decree has formalized tripartite consultation in all legislative and technical discussions as well as in implementing and reporting on ILO Conventions. It is expected that the decree will pave the way for the ratification of Convention No. 144. Action was also taken in eight enterprises to build cooperative labour–management relations and the process was documented in a workbook for employers. The outcome of the SAVPOT project in Viet Nam has inspired and informed a US-DOL-funded project on industrial relations covering seven provinces and 70 enterprises. The project has set up tripartite provincial task forces with a capacity for training and consultancy services intended to help enterprises to build cooperative labour–management relations, to resolve conflicts and improve working conditions.

Despite the successful results reported, most countries indicated that there are still a number of factors hindering effective tripartism and social dialogue. One problem, for example in **Sri Lanka**, is that given the limited capacity of employers' and workers' organizations, and the lack of unity among the trade unions, collaboration on broader policy issues remains a challenge and does not often take place on its own. The ILO's support to facilitate the dialogue through establishing forums and acting as the secretariat for follow-up has been essential.

But perhaps the most significant constraint is the limited capacity of employers' and workers' organizations. Especially for some specific technical areas, the constituents may not necessarily have the qualified staff to take part in discussions about policy formulation, programme strategies, etc. For example, the initial capacity of the constituents in **Indonesia** to engage in work on gender mainstreaming was low. In the **Philippines**, workers' organizations identified the need for capacity building of women trade union leaders, while the Government requested assistance for capacity building of labour administration to serve the social partners more efficiently. In the **Islamic Republic of Iran**, employers' and workers' organizations have needed to build their capacity to understand and work with labour market institutions. This is why throughout this report ILO efforts to help build the capacity of employers' and workers' organizations have been highlighted. These efforts have focused not only on general capacity building for the constituents, but also on specific services and programmes to help constituents to play their role in a given technical area, such as youth

employment, HIV/AIDS, minimum wage setting, etc. A specific example of capacity building of trade unions is provided in box 2.65, while box 2.66 illustrates the wide benefits of organizing rural women workers.

Box 2.65

Capacity building through a workers' education project

A workers' education project in **Cambodia** implemented by the ILO, with financial support currently from the Norwegian Government and previously from DANIDA, has resulted in an increase in the number of unions established at the enterprise level, an increase in total union membership, an increase in the number of collective agreements signed and improvements in the services that unions have been able to provide to workers.

The skills learned and knowledge gained by union representatives from the education project have equipped them to participate more effectively in discussions on national issues and also in dispute settlement machinery, such as the recently established Labour Arbitration Council. The union leaders have also begun to participate in a bipartite consultation committee set up between the employers and the unions to have regular dialogue on issues of common concern. This is seen as good progress made by the unions as the Cambodian trade union movement is fairly young. After the peace process, the first union was set up in 1996. In 2000, membership in trade unions numbered some 37,000; most of them were unpaid members. Now there are over 97,000 paid union members.

The systematic workers' education programme comprises:

- A Project Advisory Committee (PAC) with representatives of all the national-level union federations. The PAC meets regularly to decide on the project activities and to manage the project.
- A project manager responsible for the project administration.
- A work programme that includes regular weekend training for enterprise-level union representatives, in addition to other national and regional workshops on union capacity building.
- A pool of trade union educators, who come from different unions and who are responsible for carrying out training and producing training materials.

In addition, the PAC has become a de facto national trade union centre, as the project provides an opportunity for the union federations to get together and deal with national issues. This show of solidarity is important as there are currently some thirteen national trade union federations with different views on many issues. Various subcommittees have been set up that deal with issues such as the elimination of child labour, the promotion of women and gender issues, participation in the PRSP, wage negotiations, and awareness of HIV/AIDS among workers.

The Cambodian experience shows that systematic, ongoing education and training assistance for a specified period can provide the support needed to build up a nascent union movement.

Box 2.66

Promoting rural women's organizations

A project on workers' education activities in **India** has helped to empower and organize rural women workers into trade unions. In partnership with six rural workers' organizations in selected districts in the states of Madhya Pradesh and Tamil Nadu), the project raised awareness of women workers' rights, labour laws, the prevention and elimination of child labour, HIV/AIDS, various government schemes

and social security funds available for the rural poor, etc. Women rural workers were organized in large numbers as paid members of trade unions and also into self-help groups (around 177 groups have been formed since mid-2003). The self-help groups have gone into income-generating activities such as charcoal making, dairy products, goat rearing and handloom weaving, and have helped 400 women to obtain a dignified and decent livelihood. The real results of this project are seen in the women's collective actions to demand their rights. Since the ILO intervention, these women workers can now defend their rights and interests collectively. The income-generating project activities have set an example whereby the banks and other financial institutions have been able to see the impact and have subsequently supported such activities – so that there has been a multiplier effect.

In **East Asia**, strengthening trade unions has been a major commitment of the ILO. Skills development in negotiations and collective bargaining, particularly on the issue of wages, has been a main focus of work with labour unions in transition economies, including **China, Mongolia, Cambodia, Viet Nam** and the **Lao People's Democratic Republic**. The failure of labour legislation to promote union activities and protect union officials has made the task greater in some countries. In such circumstances, the ILO has emphasized education and training to improve labour laws and promote the ratification of core Conventions. Activities have included assistance to the Malaysian Trades Union Congress (MTUC) to campaign for the improvement of labour laws and to bring them into conformity with the core Conventions. Similar support has been provided to the trade unions in **Thailand**, which have been advocating for a revision of the labour laws and the ratification of Conventions Nos. 87 and 98. Research studies and education seminars have been conducted with the trade unions in the **Republic of Korea** in their campaign to revise labour laws, promote collective bargaining and boost the development of tripartism. Social dialogue and tripartism have been promoted in **Mongolia** and **China** through sustained education and training programmes. In the **Lao People's Democratic Republic, Mongolia, Thailand, Cambodia** and **Viet Nam**, education and training has focused on building the awareness and response capacity of trade unions in the fight against child labour practices. Enabling trade unions to play a large role in promoting social protection has been a priority with Malaysian and Vietnamese trade unions; and gender equality, OSH, the rights of migrant workers and youth employment have featured prominently in ongoing training and education efforts.

Responding to crises, disasters and conflicts

Given that several countries have faced conflict situations, including the Iraq war launched in April 2003, major natural disasters and crises, including the employment and economic impacts of SARS (Severe Acute Respiratory Syndrome) and avian flu, and the devastation of the earthquake and tsunamis of 26 December 2004, the ILO response has been important. The ILO approach is two-pronged: advocating that employment-intensive strategies be integrated into the humanitarian and reconstruction response, so that livelihoods can be restored quickly; and providing policy advice and initiating direct support in selected technical areas in which the ILO has extensive and proven expertise and tools.

The SARS epidemic that hit the region at the end of 2002 and the first half of 2003 caused sudden job losses and business closures, new occupational hazards in the health-care sector, medical screening procedures in the

travel industry and the urgent need to protect workers in all sorts of workplaces. In July 2003, senior labour officials from ASEAN countries met in Manila to share their experience coping with the labour market impacts of SARS. One of the recommendations of the meeting was that the ILO publish a set of informal guidelines on coping with the threat of SARS at the workplace, drawing from internationally agreed standards on occupational safety and health, fundamental rights of workers, WHO guidance on SARS and the lessons from dealing with other new diseases at the workplace, such as HIV/AIDS. Responding to the request, the ILO report³³ emphasizes the importance of preparation at all levels to contain such epidemics and provides practical information and good practices helpful for coping with the emergencies caused by infectious diseases, such as the outbreak of avian flu in 2004.

In the aftermath of ethnic tensions in the **Solomon Islands**, an ILO project, funded by the Government of Japan and UNDP and technically backstopped by ILO ASIST-AP, introduced labour-based and employment-intensive approaches for community infrastructure rehabilitation. The project succeeded not only in reconstructing and rehabilitating economic infrastructure, including roads and buildings, but also in creating both direct and indirect employment opportunities for the local Solomon Islanders. The ILO has also been spearheading employment creation efforts in the reconstruction of **Afghanistan** (box 2.67) and **Iraq** (box 2.68). In **Sri Lanka**, post-conflict intervention by the ILO has focused on vocational training and skills development for children affected by the war, including child soldiers (box 2.69). In the **occupied Arab territories**, the ILO has been helping to establish the Palestinian Fund for Employment and Social Protection (box 2.70).

Box 2.67

Rehabilitation and reconstruction in Afghanistan

Upon returning to Afghanistan in 2002, the ILO, in consultation with the interim Government of Afghanistan, formulated a strategy towards (a) contributing to international efforts to reduce poverty; and (b) assisting in the re-establishment of tripartism and capacity building of the constituents. The interim Government's employment-led development strategy is very much in line with ILO approaches. Hence, the ILO has promoted interventions in employment generation through labour-based infrastructure development; vocational training and skills development; employment services and labour market development; the re-entry of Afghan women into the labour market; and local economic development and self reliance.

Currently, the ILO programme in Afghanistan based on this strategy includes support and technical assistance to: (a) restructure and reorganize the Ministry of Labour and Social Affairs (MOLSA) and promote tripartism; (b) assess vocational training needs and employment opportunities for persons with disabilities; (c) provide business development services (BDS) to micro and small enterprises; (d) strengthen the organization and capacity of workers' and employers' organizations; and (e) implement various programmes for the establishment of employment service centres, national emergency employment and microfinance support.

³³ ILO: *SARS: Practical and administrative responses to an infectious disease in the workplace* (Geneva and Bangkok, 2004).

Box 2.68**Post-war reconstruction in Iraq**

In January 2004, the ILO signed a Technical Cooperation Programme Framework with the Iraqi authorities. In May 2004, the ILO established a temporary physical presence in Amman to coordinate the ILO's overall technical assistance programme for post-war reconstruction in **Iraq** within the framework of the United Nations Strategic Plan, the United Nations Country Team and the United Nations Assistance Mission for Iraq. The Programme Framework was reviewed in October 2004, with the focus on employment.

A key strategic response was the holding of the International Employment Conference on Jobs for the Future of Iraq in Amman in December 2004 by the Government of Iraq and the United Nations Development Group for Iraq (UNDG-Iraq), for which the ILO was the lead technical agency. The Conference brought together representatives of the national authority, employers' and workers' organizations, civil society, United Nations agencies, the World Bank and the donor community. The Conference adopted the Amman Declaration, which recognized the centrality of employment in the reconstruction and development of Iraq. A Plan of Action adopted by the Conference identified three major areas for action, including "maximizing the employment impact of reconstruction efforts, and strengthening the institutional capacities of the concerned government agencies and the social partners".

The ILO helped review the draft Labour Code. The draft was translated into Arabic and presented to the Iraq authorities, which established a tripartite committee to review it. Once enacted, the law will be the first pilot labour code produced in the Arab region with the full participation of the social partners in the process. The ILO has also provided advisory services, round-table discussions and training workshops to build the capacity of the workers' and employers' organizations. It is paving the way for the restructuring of a new Iraqi Federation of Industries and for building a genuine democratic trade union movement.

Box 2.69**Post-conflict intervention in Sri Lanka**

Since the signing of the ceasefire in **Sri Lanka** in February 2002 and the lifting of the economic embargo, the local economy of the North-Eastern Province has shown signs of recovery and more than 300,000 internally displaced persons (IDP) have spontaneously returned to their original homesteads in the war-affected districts. Most of them are women and children. A significant number of children had been involved in the armed conflict as child soldiers and have difficulties readapting to ordinary life. Other children and young people are also suffering from traumatic stress; they are faced with the physical destruction of homes, schools and hospitals and are constantly at risk in heavily mined areas. Due to hardship and lack of options, child labour is on the rise, especially in female-headed households. The school drop-out rate is high, and training opportunities are few.

The Government of Sri Lanka and the Liberation Tigers of Tamil Eelam (LTTE), with assistance from UNICEF, have developed an action plan in 2003 to improve the living conditions of children and young people in war-affected areas. Under the action plan, ILO-IPEC has the mandate for the vocational training of an estimated 5,000 children, including 1,200 released underage recruits (girls and boys between the ages of 14 and 18 years).

As of February 2005, a total of 1,193 children had been placed in market-driven vocational training of their own choosing. At the district level, the ILO coordinates the services provided by existing vocational training organizations to teen-

agers. This includes strengthening the technical capacity through training trainers, upgrading equipment and curriculum, introducing community-based training and consolidating a process to link these organizations to the national vocational training accreditation system.

Although the ILO did not have a strong presence in the North-Eastern Province previously, the project has provided an entry point for demonstrating the positive contribution of the ILO for the prevention of child labour and the reintegration of children engaged in one of the worst forms of child labour. The programme has also promoted interagency cooperation and joint programming at the field level.

Box 2.70

The Palestinian Fund for Employment and Social Protection

The ILO has long been providing assistance in the **occupied Arab territories**. Since 2001, an enhanced programme of technical cooperation has been implemented. It mainly centres around strengthening the capacity of employers' and workers' organizations and the Ministry of Labour, promoting social dialogue as a requirement for peace and establishing the Palestinian Fund for Employment and Social Protection (PFESP) as an umbrella for the coordination of all financial and technical assistance for employment creation and income generation.

The crisis has resulted in a sharp increase in unemployment and has marginalized a vast majority of the population who live below the poverty line. Levels of unemployment have reached 70 per cent in some areas. It is in this context that the Arab Labour Organization passed a resolution calling upon the ILO to contribute effectively towards the creation of the PFESP. The establishment of the PFESP has been given particular importance as an effective tool to address the rising problems of poverty and unemployment. The Fund is expected to implement three core programmes which take account of already existing activities, namely the Community Infrastructure Development Programme, the Enterprise Development Programme and the Human Resources Development Programme. The objectives of the PFESP are to:

- Identify financial resources and specialist support in order to design and deliver immediate solutions to promote the growth of social and human capital and support the development of the private sector in the West Bank and Gaza.
- Develop various and diversified production and service sector projects with the primary aim of creating job opportunities which address the needs of the most vulnerable groups.
- Contribute to the upgrading of skills of the labour force with a view to increasing its competitiveness in local and regional labour markets.

To respond to the devastation and loss of lives and livelihoods caused by the earthquake and tsunamis of 26 December 2004, the ILO Director-General emphasized:

It is vital that the reconstruction effort involve re-establishing jobs, employment and other forms of economic activity. We need to get people back to work quickly to avoid exacerbating already existing and chronic poverty in many of the affected areas ... The ILO will do all that it can, including mobilizing and redirecting resources to enable us to contribute to the global response.³⁴

³⁴ ILO press release: Statement by the ILO Director-General on the response to the earthquake and tsunami in the Indian Ocean Area, 4 Jan. 2005.

To coordinate its response, the ILO set up a task force at the Regional Office, supported by a task force at headquarters, and remained in constant communication with the subregional offices in New Delhi, Manila and Bangkok, and in particular the Offices in Colombo and Jakarta. The ILO initially concentrated its efforts on the two most seriously affected countries, **Indonesia** and **Sri Lanka**, and submitted proposals for inclusion in the global flash appeals. In these countries, the ILO reinforced the technical capacity and support facilities of its offices in Jakarta and Colombo to provide the immediate responses required, namely to participate in needs assessments, strengthen collaboration with other agencies in the United Nations Country Teams (UNCTs), the international financial institutions and workers' and employers' organizations, prepare project proposals and initiate rapid action programmes. In **India** and **Thailand**, which did not participate in the flash appeals, the ILO has been working with the UNCTs and the social partners to see how the ILO can support their initiatives, including helping to identify and respond to labour market, employment and social protection needs. At the same time as the ILO put efforts into mobilizing donor resources, it also redirected its own regular budget resources to support immediate action and redirected its existing and relevant ongoing technical cooperation projects to focus on the affected areas and groups. The main elements of the ILO integrated response strategy are highlighted in box 2.71.

Box 2.71

Earthquake-tsunami response: The ILO strategy

Where the ILO has a specific role and comparative advantage in disaster management is to promote employment-intensive recovery, giving special attention to the needs of the most vulnerable groups and the (re)establishment of social protection mechanisms. The main elements of the ILO integrated response strategy have been:

- Employment-intensive infrastructure reconstruction to quickly generate jobs and income while rebuilding basic infrastructure, developing technical and other skills and promoting social dialogue.
- Livelihood programmes through local economic development (LED) to promote rehabilitation and recovery and boost employment opportunities. The LED approach combines different ILO tools and methodologies in areas such as economic opportunity identification to determine market potentials, business promotion, employability enhancement, social finance schemes and the establishment of cooperatives, promotion of employment-friendly investments and social dialogue and empowerment of local communities.
- Recovery of the labour market and emergency public employment services – such services are crucial in the aftermath of a major disaster when changes in labour supply and demand are larger, occur faster and in less predictable directions, and employment needs are pressing. Emergency public employment services focus on registering jobseekers, advocacy with employers and obtaining vacancies, matching jobs and jobseekers, collecting and disseminating labour market information, meeting the needs of special categories of jobseekers, and planning and managing special training and employment measures.
- Activities aimed at protecting: vulnerable groups, in particular children who have lost parents and who are exposed to the risk of being trafficked or exploited; young people who were already experiencing high levels of unemployment and underemployment prior to the disaster and are now even more greatly disadvantaged; women, especially widows and female heads of households, who may be more exposed to gender-based violence, dis-

crimination and abuse; and migrant workers, especially those who are undocumented, who tend to be left out of social support and assistance programmes.

- Social safety nets and social protection catering to people in both the formal and informal economies, including through transitional replacement of income loss through welfare payments.

In all its activities, the ILO observes the following principles:

- addressing the needs of the most vulnerable groups;
 - respecting human rights, namely non-discrimination, avoiding the use of forced labour and child labour, particularly its worst forms, and involving tripartite constituents as much as feasible;
 - paying close attention to gender concerns;
 - applying wherever possible, and especially in reconstruction work, safe and healthy working conditions, hours of work and rest periods that allow for sufficient rest, and payment of fair remuneration, at least partly in cash; and
 - promoting peace building in the areas also affected by political conflict.
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3. From the Thirteenth Asian Regional Meeting to the Fourteenth Asian Regional Meeting

The achievements

The report shows that since 2001, much has been achieved in terms of implementing the conclusions of the Thirteenth Asian Regional Meeting (ARM). The national economic and social development plans of several countries in the region have integrated the ILO's Decent Work Agenda and made decent and productive employment a central rather than residual objective of macroeconomic and social policies. The processes at country level to follow up on the Millennium Declaration, and in particular to achieve the Millennium Development Goal (MDG) of poverty reduction, recognize productive employment as the sustainable route out of poverty. ILO support and technical assistance to actively involve employers' and workers' organizations and ministries of labour in these processes has helped to raise the profile and influence of ILO constituents; other government agencies, the international financial institutions and the donor community are increasingly acknowledging the role they can play. The ILO's participation in the United Nations Country Teams and in the PRSP process and the Common Country Assessments (CCAs) and United Nations Development Assistance Frameworks (UNDAFs) have helped to enhance other agencies' awareness and appreciation of ILO expertise and knowledge tools in its areas of competence and experience.

Labour policies shall be guided by the principles of providing decent and productive employment. Decent and productive employment means that adequate income is generated, rights at work are protected, social protection is provided for, and participation in the democratic process is guaranteed through tripartism and social dialogue. It also means sufficient employment, where all workers have full access to income earning opportunities. Decent employment also entails the continuous improvement of workers' personal capabilities through a build-up in competitive skills and positive work ethics to make them more productive.

Medium Term Philippine Development Plan 2005-10

I am pleased to announce that the Decent Work Agenda has been incorporated into the Fourth Economic, Social and Cultural Development Plan for implementation and that the measures will gradually be extended to the informal sector.

Minister of Labour and Social Affairs, Islamic Republic of Iran

The Decent Work Pilot Programme in Bangladesh is our programme and we would make concerted efforts to ensure its success. I am happy to acknowledge the constructive support that is being provided in this initiative by other stakeholders, particularly the employers and workers.

Secretary, Ministry of Labour and Employment, Bangladesh

The Decent Work Country Programme (DWCP) below spells out how the tripartite partners of the ILO perceive the ILO's best contribution to the implementation of "Creating our future, building our nation", the Economic Policy Framework of the Government of Sri Lanka and the poverty reduction strategy. It is the strategic framework within which the Government and employers' and workers' organizations agree to work in partnership towards achieving the goal of decent work in Sri Lanka. [...] This DWCP will be the basis for the ILO's contribution to the implementation of the United Nations Development Assistance Framework for Sri Lanka and will contribute to the achievement of the Millennium Development Goals. It will also be the basis for the ILO's role in the transition strategy of the Multilateral Group and the Government of Sri Lanka for the rehabilitation, reintegration and reconstruction of the North and East, and will support peace and reconciliation.

Decent Work Country Programme Sri Lanka, 2004-08 Framework for Cooperation

In May 2003, to confirm the Indonesian Government's political commitment to addressing the challenges of youth employment and to providing guidance on decent and productive work for young women and men, the Coordinating Minister for Economic Affairs established an Indonesian Youth Employment Network Coordinating Team under the leadership of its Ministry and that of the Ministry of Manpower and Transmigration. [...] Endorsed by the Letter of Decision from the Coordinating Minister for Economic Affairs, the I-YEN Coordinating Team, with technical support from the International Labour Organization and in consultation with key stakeholders, has prepared an Indonesian Youth Employment Action Plan. The IYEAP was launched by the Vice-President of Indonesia on International Youth Day, 12 August 2004. In its Medium-Term Development Plan 2004-09, the Government of Indonesia acknowledges the high rate of unemployment among youth. To address this issue, the Medium-Term Development Plan emphasizes the need to include specific attention to youth employment as part of overall employment strategy.

Secretary General, Ministry of Manpower and Transmigration, Indonesia

Employment promotion has always been regarded as a strategic task for national economic and social development, and job creation is one of the main objectives of China's macroeconomic policy.

Minister of Labour and Social Security, China, at the China Employment Forum

In several countries, the tripartite constituents have come together to develop national plans of action for decent work, which are closely aligned to the country's national development framework and which identify key priorities and strategies for achieving decent work. The ILO's Decent Work Country Programme, within available regular budget and extra-budgetary resources, supports the constituents to achieve the decent work priorities. The results of ILO support have been evident:

- *at the policy level:* in terms of the productive employment focus of key policy documents, the ratification of core Conventions and legal and institutional reforms to bring national law and practice into line with international standards, the mainstreaming of gender concerns and the specific attention given to the promotion of gender equality and the protection of vulnerable women workers;
- *at the programmatic level:* in terms of the development and implementation of strategic national programmes for social security, occupational safety and health, elimination of the worst forms of child labour and education for all, fighting HIV/AIDS, etc.;
- *from the perspective of capacity building:* in terms of the enhanced capacity of employers' and workers' organizations and ministries of labour to participate more effectively in social dialogue and decision-making at the highest levels, and the strengthened institutions to implement decent work;
- *from the perspective of impact on target groups:* in terms of specific indicators of decent work for informal economy operators, unemployed and underemployed young women and men, migrant workers and women and children vulnerable to trafficking for labour and sexual exploitation, workers with disabilities, indigenous populations, those affected by crises, disasters or conflicts;
- *from the perspective of knowledge development:* in terms of the knowledge tools that have been developed, tested, translated and shared among countries in the (sub)region, the adoption of these tools and strategies by other international organizations, the leveraging of experiences from local to national levels and between countries.

ILO constituents have expressed their appreciation of these inputs and the results achieved:

Awards to the ILO

1. A Certificate of Merit Award was accorded to the ILO by the Ministry of Labour, Invalids and Social Affairs in Viet Nam in early 2004 for its excellent contributions to increasing occupational safety and health among men and women farmers.
2. The ILO received a medal for the Cause of Women's Emancipation from the Viet Nam Women's Union (VWU) in early 2005. This award was given to the ILO for its support for the promotion of equality of opportunity and treatment, for fostering women's access to employment and income, and for advancing women's status in families and communities and, thereby, their participation in the country's development.

(continued overleaf)

3. In 2003, the ILO was awarded a Gold Medal of National Construction from the Government of Cambodia through the Ministry of Social Affairs, Labour, Veterans and Youth, for the achievements and contributions of the project on Alleviating Poverty through Peer Training for people with disabilities.
4. An ILO project to prevent and eliminate bonded labour in Pakistan was awarded the Innovation Award by the Consultative Group Against Poverty of the World Bank in 2002.

We consider ILO our closest allies in achieving labour market and social security reform.

Minister of Social Affairs and Labour, the Syrian Arab Republic

Through the implementation of the Garment Sector Project, working conditions have been improved remarkably; products have been recognized as having been produced under fair conditions. The quotas for exports ended in 2004. The Royal Government of Cambodia has continued to implement this project and may continue until 2008 – no longer in order to increase quotas but to base Cambodia's competitiveness with consumers on documented good working conditions.

Minister, Ministry of Labour and Vocational Training, Cambodia

The Red Ribbon Health Campaign for employees is a great event in the history of HIV/AIDS prevention and control in China, which will play a significant role in mobilizing the whole society to participate in the prevention and control of HIV/AIDS and in containing the spread of the epidemic in China.

Vice-Premier and Chair of the State Council Working Committee on AIDS

The Chinese trade unions have played an active role in preventing and controlling HIV/AIDS. We believe that the joint Red Ribbon Health Campaign for Employees will further strengthen tripartite cooperation on safeguarding workers' rights and interests on health.

Vice-Chairman of the All China Federation of Trade Unions

We appreciate that the ILO is helping to establish tripartism in China. It gives employers more voice in the policy making process and strengthens social dialogue among the three parties. Nowadays, the three parties think social dialogue played a very strong economic and socially stabilizing role for China.

China Employers' Confederation

I appreciate as well the excellent work undertaken by the ILO programme here in the state (Andhra Pradesh) and elsewhere in the world, bringing innovative approaches to addressing the issue of child labour.

Secretary of State for International Development, Government of the United Kingdom

... acknowledge ILO efforts in strengthening SME development in the private sector and in sustaining the TC activities for the development of a conducive legal environment which is necessary for the promotion of entrepreneurial spirit.

Secretary-General of the Council of Saudi Chambers of Commerce and Industry

The challenges ahead

Despite these achievements, much remains to be done to place decent and productive employment at the heart of national development agendas and to achieve political commitment for full implementation, to take the next steps to “regionalize” decent work and to enable ILO member States and constituents to seize the opportunities and overcome the threats in an increasingly globalizing world.

Fundamental to making further progress on decent work is the need to strengthen the capacities of ILO constituents and the Office itself. Strong employers’ and workers’ organizations and ministries of labour and institutionalized tripartite social dialogue are essential for sustained development. Freedom of association and the right to collective bargaining are still challenges in several countries. ILO constituents also need to be able to strengthen their voice and influence in national economic and social development agendas. Progress is still needed in the ratification of not only the fundamental Conventions but also other priority standards, importantly the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144), and the Employment Policy Convention, 1964 (No. 122).

The Office itself also needs to have its capacity enhanced. It has been attempting to meet the growing challenges and demands in a context of increasing financial and human resource constraints. Another aspect that should be given priority is the statistical and knowledge base. Reliable, comprehensive and accessible statistical data, disaggregated by sex and age, which reflect the quantitative and qualitative dimensions of decent work, are essential for results-based management. Another related priority is an integrated system to better manage the wealth of experience and knowledge of the ILO, including the wide range of ILO products and tools. Furthermore, and very importantly, the Office needs to do a much more effective job of raising its own profile and visibility to the wider political and international donor communities – the ILO needs to clearly send its message, demonstrate its comparative advantage, and show its relevance to the key challenges and concerns of the region.

These priority challenges and concerns in Asia, and how the ILO can play a role in addressing them, are highlighted in the accompanying thematic report to the Fourteenth Asian Regional Meeting, *Making decent work an Asian goal*.




Appendices

Appendix 1

Conclusions of the Thirteenth Asian Regional Meeting, Bangkok, Thailand, 28-31 August 2001

1. The delegates at the Thirteenth Asian Regional Meeting of the ILO endorse the general purport of the Report of the Director-General, *Decent Work in Asia*.

2. The delegates urge all member States in the region to define, through a tripartite process, a national plan of action for decent work that integrates fundamental rights at work, greater opportunities for women and men to secure decent work, social protection, including occupational safety and health standards, for the greatest possible number of workers, as well as increased social dialogue.

3. The delegates call attention to the fact that globalization can have positive as well as negative impacts. In light of the current global economic downturn, which is already causing lower economic growth in many countries of the region, the delegates request the Director-General, as a matter of urgency, to prepare, in consultation with the tripartite constituents of the region, guidelines and proposed programmes aimed at preventing, or at least significantly attenuating, the negative impacts of the current economic slowdown, as well as programmes aimed to assist member States to participate successfully in the global economy to achieve sustainable economic growth.

4. The delegates recall that respect for international labour standards is fundamentally important for reduction of the decent work deficit in their countries. The ILO Declaration on Fundamental Principles and Rights at Work will provide a positive framework within which to fashion more adequate responses to social problems and structural changes which may result from economic fluctuation and globalization. The delegates call on all member States to bring their legislation into conformity with the principles of the fundamental Conventions and to take steps to ratify these Conventions, if they have not done so, and to apply them fully. The delegates note the disparity between ratification and implementation of fundamental Conventions and urge that measures be taken to address this issue.

5. The delegates welcome the ongoing review of standards policy. In order to facilitate the process it would be useful to follow a more systematic

approach focusing on the revisions of existing standards, as well as the development of relevant new standards. Delegates also call on the Office to provide assistance to constituents both in preparing for ratification and in applying ratified standards.

6. The delegates take note of the significant expansion of the International Programme on the Elimination of Child Labour (IPEC) in the region and of the remarkable results achieved in some countries. They express the hope that IPEC will extend its activities to appropriate countries in the region in the course of the next biennium. While urging IPEC to deploy every possible effort to eliminate child labour, in particular in its worst forms, the delegates encourage it to devote particular attention to combating trafficking of children and to bonded labour.

7. The delegates wish to stress the importance of employment generation as the central element in the Decent Work Agenda and as the principal means to reduce poverty. They call on the Director-General to give priority to this issue in the ILO programme in both the Asia-Pacific region and the Arab States. The delegates urge the Office to work with constituents to enable member States to establish development plans and training programmes to alleviate the problem of unemployment. They call on the ILO to assist countries to identify their needs, undertake research, and develop, in consultation with them, an employment framework in accordance with the Decent Work Agenda. Delegates note the significant increase in flexible work arrangements – subcontracting, casual, fixed-term, part-time, temporary and home-based work. The delegates stress the need both for the creation of decent work and the establishment and maintenance of a policy framework favourable to economic growth and to the development and expansion of both large and small enterprises and to provide appropriate training, credit and other support services, especially to small enterprises. The delegates note the importance of raising productivity, increasing competitiveness of enterprises and establishing a conducive environment for investment, job creation and improved quality of life.

8. The delegates consider that it is important to promote policy integration for employment through better cooperation among government agencies as well as with social partners. By giving high priority to employment issues in the overall policy agenda, it is hoped that forward-looking strategies may be developed to avert and mitigate the social repercussions of economic downturns on employment and income in the region. In order to promote employment the delegates stress the importance of partnerships among the ILO, relevant international agencies and international and regional financial institutions.

9. The delegates note that there are still many countries in the region where equality between women and men in employment, education and training, remuneration, social security entitlements, facilities to establish their own enterprises and other aspects of work, has not yet been achieved. Delegates also note that women account for a disproportionately large group of the working poor. They stress that gender issues should not be marginalized. Gender mainstreaming should be a priority item on the employment agenda and should be monitored regularly to determine whether concrete progress has been made. The ILO, in consultation with constituents, should also assist member States to introduce time-bound programmes for gender equality.

10. Multiskilling, skills training and upgrading are crucial to enhancing access to employment and improving productivity and competitiveness in the global economy. The rapidly increasing reliance on information and communication technology and a general trend towards knowledge-based

economies require a more educated, skilled and adaptable workforce. The delegates note that education systems and skills training should be linked to market demand through improved labour market information and labour market analysis.

11. The delegates note that migration, as a manifestation of the globalizing world, cannot in most cases be conceived as favouring the sending country alone, but as benefiting also many receiving countries by providing much-needed workers. Migrant workers are often the least protected. Irregular migration and trafficking expose workers to the worst forms of abuse and exploitation. Even legally admitted workers do not enjoy the same rights and level of social protection as the national workforce in most countries. Recognizing that bilateral and multilateral approaches are a prerequisite for safeguarding the least protected, the delegates request the Office to take a lead in developing and facilitating appropriate policy measures for migrant workers within the framework of decent work. It is suggested that the respective ILO Regional Offices carry out activities on labour migration and provide a forum to discuss migration issues. The delegates note that the ratification and full implementation of the Migration for Employment Convention (Revised), 1949 (No. 97), and the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), constitute a positive step towards ensuring decent work for migrant workers.

12. The delegates note the importance of providing appropriate training and productive employment opportunities for members of vulnerable groups, including disabled persons, indigenous people, women, older workers and unemployed youth. Of particular concern is the high level of youth unemployment.

13. The delegates note that social protection must complement national employment policies. They note with concern that limited social protection is one of the greatest decent work deficits in the region. Of particular concern is the widespread absence of social protection for workers in informal employment – both rural and urban. Recognizing the high social cost of the Asian crisis of 1997 and relatively low public spending on social protection in the region, the delegates call upon the ILO to support the development of comprehensive, inclusive and sustainable social protection programmes. The delegates note that social protection is the responsibility of the State in order to achieve effective redistribution of national resources through both contribution-based social insurance and public-financed social assistance programmes.

14. Considering the conclusions of the general discussion on social security at the 89th Session of the International Labour Conference, the delegates stress the importance of building the ILO research and knowledge base about the extension of social security benefits to more workers. In this regard, the delegates urge the Office to allocate adequate resources to assist constituents in the region to address these issues.

15. Delegates note that although governments need to play a major role in implementing and improving the framework for occupational safety and health, it is also the role of the social partners to ensure that occupational safety and health is addressed as a priority in the workplace. In this regard, the Occupational Safety and Health Convention, 1981 (No. 155), the ILO Guidelines on Occupational Safety and Health Management Systems, as well as the newly adopted code of practice on HIV/AIDS and the world of work should be promoted.

16. Recognizing the importance of the right of freedom of association and the right to collective bargaining as the foundations for social dialogue, the delegates urge all member States to implement fully the rights set out in the Freedom of Association and Protection of the Right to Organise Convention,

1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), throughout their national territory. The delegates acknowledge that social dialogue has been instrumental in attenuating negative social impacts during the Asian financial crisis. In the light of looming global economic downturn, the delegates urge the ILO to provide timely technical assistance to member States for strengthening the capacity of social partners to engage in dialogue and improve social dialogue mechanisms at all levels. The delegates further call upon all member States to take steps to ratify the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144). While taking note of the great diversity of institutional arrangements for social dialogue at all levels in member States, the delegates request the Office to make the provision of assistance to strengthen dialogue at the level of the work place a priority.

17. The delegates reiterate that the most effective way to define and implement a national policy to reduce the decent work deficit is through tripartite social dialogue and that such dialogue is only possible when the participants are equal partners. The delegates call upon the ILO to play a more effective role in strengthening the social partners through research and training.

18. While expressing concern at the lack of information on, and evaluation of, the follow-up to the conclusions of previous Regional Meetings, the delegates urge each member State of the Asia-Pacific region to establish, through tripartite discussion and consensus, a national plan of action for decent work, which should define, within the overall framework of the ILO Decent Work Agenda, national priorities, a timetable for implementation and a set of indicators for the purposes of regular tripartite monitoring and evaluation. The delegates request the Office to provide such assistance to the tripartite constituents in the design of these national plans of action as they may consider necessary.

19. The delegates request the Office to give priority to assisting, where necessary and requested, the tripartite constituents to implement the national plan of action for decent work. In this regard, ILO capacity in the region should be strengthened. Further, the delegates express the hope that other member States in the region will respond positively to requests for technical assistance and advice to replicate or adapt their own best practices for the benefit of less advanced countries.

20. To facilitate the design, implementation and monitoring of national plans of action for decent work, the delegates request the Office to establish a regularly updated website which reflects actions and activities undertaken in each country in pursuit of the decent work agenda, both by the Office and the constituents. In this connection, the delegates call upon the Office to design, as soon as possible, appropriate measures for collecting information annually and disseminating this to all constituents, including qualitative assessment of the effectiveness of ILO activities in the region.

21. As regards elements of the Decent Work Agenda which are most appropriately dealt with at the subregional and regional levels, the delegates invite the tripartite constituents to consider the establishment of corresponding subregional or regional forums to design and implement appropriate programmes. The Office should include information on such programmes in the web site mentioned above.

Appendix 2

Conclusions of the South-East Asia and the Pacific Subregional Tripartite Forum on Decent Work, Auckland, New Zealand, 6-8 October 2003

1. The delegates of the South-East Asia and the Pacific Subregional Tripartite Forum on Decent Work, held in Auckland, New Zealand, from 6 to 8 October 2003, reaffirm the conclusions of the ILO Thirteenth Asian Regional Meeting held in Bangkok in 2001.

2. The delegates welcome the progress made towards the establishment of national plans of action for decent work that integrate fundamental rights, opportunities for women and men to secure decent work, social protection and effective social dialogue. The delegates further emphasize that these plans can offer unique opportunities for tripartite planning and implementation of policies and programmes that integrate national economic and social concerns.

3. The delegates recognize that one of the pre-eminent challenges for all members in the subregion is creating and maintaining economies that generate sustainable economic and job growth.

4. The delegates note with satisfaction that a number of member States in the subregion have national plans of action for decent work. The delegates urge these member States to update and review these plans regularly in a tripartite process. Those member States that are in the process of developing these plans are encouraged to complete them. The delegates call upon the ILO to provide the necessary assistance to governments and social partners to develop and implement these plans.

5. The delegates recommend that member States take steps to include in their national plans of action for decent work agreed timetables, sex-disaggregated indicators and targets/desirable outcomes, for the purposes of tripartite monitoring and evaluation. Support for the development of indicators and targets/desirable outcomes, along with monitoring and evaluation procedures, is the next critical phase of work requiring ILO leadership.

6. The delegates call upon member States to integrate, where possible, national plans of action for decent work with national development plans.

The ILO is called upon to strengthen cooperation with international financial institutions to further decent work and the observance of core labour standards, in particular with the Asian Development Bank (ADB) on the basis of the existing Memorandum of Understanding (MOU).

7. The delegates note a number of recurring concerns for many member States in the subregion, which are being addressed by constituents. These include:

- ratification and compliance with core labour standards and labour law reform;
- youth unemployment;
- occupational safety and health;
- HIV/AIDS;
- the informal economy;
- agriculture and fisheries;
- small and medium-sized enterprises;
- labour market information and statistics;
- sound corporate and public governance.

8. The delegates note with concern continuing inequalities in employment and occupation in the subregion and discriminatory treatment of women in the labour force. These inequalities should be addressed in the national plans of action for decent work, through a combination of targeted and mainstreamed policies and programmes.

9. The delegates recognize that there is a pool of technical expertise in the subregion that can be accessed to support the ILO and its constituents in implementing national plans of action for decent work. The delegates recommend that the ILO makes appropriate use of this valuable resource.

10. The delegates emphasize that the effective participation of the social partners in the development and implementation of national plans of action for decent work is essential for success. Robust, effective and properly resourced constituents are fundamental to properly address and progress decent work at the national level. Delegates therefore request that the ILO continue to provide support to its tripartite constituents to strengthen their institutions and capacities to address existing and emerging issues and challenges. In doing so, the delegates recommend that a broad range of delivery modes be explored, including the use of information technology (particularly web-based models) and distance-learning mechanisms.

11. The delegates welcome the Democratic Republic of Timor-Leste and Vanuatu as new Members of the ILO and urge the ILO to provide the required assistance to promote decent work in these new member States.

12. The delegates appreciate the common experiences canvassed at this Forum, which have been enriched by the diversity existing in the subregion. The delegates express their appreciation to the Government of New Zealand for hosting the first South-East Asia and the Pacific Subregional Tripartite Forum on Decent Work and to the ILO Subregional Office for South-East Asia and the Pacific for conducting the Forum. Delegates would welcome further opportunities to meet, exchange experiences and consider progress in implementing national plans of action for decent work, prior to the Fourteenth Asian Regional Meeting to be held in Bangkok in 2005.

Appendix 3

Decent work country programming (as of 1 February 2005)

Afghanistan (TC Programme)

Progress to date

The operational activities have firmly established the ILO as a key partner in the country's development. Special efforts are in place to strengthen the capacity of the constituents.

Priorities

1. Capacity building of constituents.
2. Employment opportunities.
3. Gender equality.
4. Labour law reform.

Remarks

It is planned to initiate a DWCP after the new government is firmly established.

Bahrain (DWPP and Plan of Joint Activities)

Progress to date

Bahrain was the only Arab country in the DWPP. A multidisciplinary mission to Bahrain addressed policy priorities related to reforms of the labour market, labour law and social protection. A programme of action was endorsed and a MOU was signed in November 2002 between the Kingdom of Bahrain and the ILO to work together and with the social partners towards the achievement of decent work for all.

In the framework of the DWPP, surveys were completed on youth employability and youth entrepreneurship development, and a more coherent and inclusive social protection strategy was completed in 2004. In 2004, there

were also extensive consultations, meetings and workshops with the social partners on the new labour code; promoting social dialogue; developing the unemployment benefit scheme; vocational and educational training policy; and improving labour relations.

Joint bipartite and tripartite committees were formed to discuss the priority issues and, in particular, the country's policy reform agenda that the Crown Prince, Head of the Economic Development Council, had commissioned to the McKenzie Consulting Firm in early 2004. In early 2005, policy proposals on labour market reform were finalized and are now being discussed by the social partners.

Bahrain was selected for follow-up to the ILO Resolution concerning tripartism and social dialogue. In this respect, an ILO mission evaluated the situation.

The Plan of Joint Activities 2004-05 between the ILO and the Council of Ministers of Labour and Social Affairs in the Gulf Cooperation Council (GCC) member States and its Executive Bureau serves as the DWCP to realize decent work goals and principles (signed in September 2003). In line with this plan, the ILO provides technical assistance to Bahrain.

Priorities

1. The development of coordinated and integrated economic and social policies.
2. A multi-component and integrated programme focusing on youth employability and employment.
3. The development of social protection strategy to support labour market reforms.
4. The government special priority on unemployment benefits, vocational and educational training.
5. Dispute settlement.

In consultation with workers' and employers' organizations, additional priorities were identified:

6. The current Bahrainization policy.
7. The restructuring and potential growth of the garment and construction industries.
8. Labour law reform.

The Plan of Joint Activities has the following priorities:

1. Fundamental principles and right at work.
2. Promotion of SMEs.
3. Labour market information systems.
4. Extension of social security schemes coverage.
5. Occupational safety and health.
6. Developing social welfare strategies.

Remarks

It was deemed strategic that the wide-ranging reform process under way in Bahrain be sustained and supported through an integrated and multifaceted programme on decent work at the national level.

Initiating tripartite social dialogue – a new approach in Bahrain – involving major line Ministries, government agencies and institutions and newly recognized employers' and workers' organizations around the decent work platform is the prominent feature of the programme.

The strategy also aims to shift the debate on unemployment away from focusing on quick fixes and administrative measures regarding the ratio of expatriate/national labour force to addressing the root causes of the problem.

The need now is for the ILO to assist the social partners to draft their comments on the labour market reform proposed by the McKenzie Consulting Firm package, taking into account each partner's concerns and interests.

Bangladesh (DWPP and PRSP)

Progress to date

At the request of the Government, in 2001, Bangladesh was included as one of the countries in the ILO Decent Work Pilot Programme (DWPP). The Concept Note titled, *Harnessing the benefits of globalization for decent work: Policy challenges* was presented and discussed with the tripartite constituents.

An Advisory Body (AB) was set up to review work plans and progress of the pilot programme. The composition of the AB is tripartite – five workers, five employers, five government representatives. Other stakeholders/experts to be invited to discussion groups whenever needed.

Priority policy issues were identified with tripartite consensus and national consultants prepared studies on each of these issues. Based on these studies, the ILO prepared a policy issues paper titled *Globalization and decent work – the DWPP in Bangladesh* as a background document for a High Level Tripartite Meeting held in April 2004 to formally launch the DWPP in Bangladesh.

Recommendations of the High Level Meeting were presented to the AB in August 2004, and a Decent Work Action Plan for Bangladesh evolved with a 3-5 year time frame.

Priorities

The recommendations of the High Level Meeting on priorities include:

1. Revising the Labour Force Survey to include DW indicators.
2. Commissioning a study on the employment–poverty linkages to be an input to the PRSP.
3. Review of social protection systems.
4. A tripartite response to the phasing out of the MFA and impact on workers in the garment sector.
5. Organizing informal workers.
6. Contributing towards safer migration.

Remarks

Priority areas identified by the pre-consultation meetings (individual meetings of government, employers' and workers' groups) and the joint meeting of constituents are:

1. Employment and competitiveness in global markets.
2. Globalization, growth and poverty.
3. Overseas employment.
4. Measuring decent work.
5. Informal economy and micro-enterprise development.
6. Social protection and social security for migrant workers.

Related concerns to be addressed: importance of social dialogue to promote decent work; need for mutual respect of rights and responsibilities; informal economy and gender equality.

Cambodia (PRSP)

Progress to date

The ILO submitted the report *Generating decent work for poverty reduction in Cambodia* to the Government as an ILO input for the PRSP, which was finalized in December 2002. This is the basis for ILO work in the country, and for continued efforts to build coherence across the many existing TC projects.

The priority outcomes and ILO work plan have been adjusted to meet the new strategic plan for social and economic development issued by the Coalition Government in July 2004, which is intended also as an implementation strategy for the PRSP.

Priorities

1. Productive rural employment.
2. Effective employment policies on enterprise development, skills training, labour market information.
3. Better governance – stronger institutions for social dialogue, application of international labour standards, freedom of association, labour inspection, labour dispute prevention and resolution.
4. Reduced vulnerability and social exclusion – HIV/AIDS, child labour, women's empowerment.

Remarks

The action plan matrix attached to the PRSP spelled out the activities to be supported by the ILO, covering 2003-05.

China (MOU)

Progress to date

Key concepts of the Decent Work Agenda were embedded in a Memorandum of Understanding, which was signed between the Ministry of Labour and Social Security (MOLSS) and the ILO in 2001. The MOU provides the framework for ILO action and assistance with MOLSS. It has been implemented by a series of activities and programmes, including the China Employment Forum organized in April 2004.

A Joint ILO/MOLSS Technical Committee constitutes the monitoring mechanism of MOU implementation. To prepare for the June 2005 Review Committee, an implementation report, an evaluation of the impact of the MOU and a strategic forward-looking framework to implement the MOU are being jointly prepared by the ILO and MOLSS.

In addition to the MOU, objectives and priority actions of ACFTU and CEC for decent work are being identified.

Priorities

1. Reduce unemployment and enhance skills development and productivity.
2. Support job creation through small and medium-sized businesses.
3. Enhance coverage and effectiveness of social protection.
4. Tackle HIV/AIDS through social partner and workplace actions.
5. Strengthen social dialogue mechanisms, negotiation and dispute settlement.

Remarks

The Government and the social partners do not intend to establish a national plan of action for decent work. The 11th Five-Year National Development Plan (2006-11) is considered to establish national social and economic priorities within which decent work shall be pursued.

A DWCP with the ILO will be established. The DWCP will be based on the MOU, in particular the strategic forward-looking framework to implement the MOU agreed to between MOLSS and ILO, along with the priority objectives and actions identified by ILO and ACFTU and CEC, and priority actions identified by ILO and other government agencies. The DWCP will be formulated and agreed to by the ILO, MOLSS and the social partners. This consultative process is expected to be ongoing throughout 2005 and should be completed by the end of 2005.

India (DWCP)

Progress to date

A draft framework for the formulation of DWCP was prepared through consultations with the tripartite constituents. This draft framework was discussed at a tripartite meeting in May 2004 and agreed to by the constituents. The constituents also agreed to institutionalize a mechanism for periodic interaction and guidance on its implementation. The process was carried forward during discussions with the tripartite constituents at the time of the Director-General's visit to India in November 2004.

Issues which came out clearly for ILO intervention are: employment and all aspects related to it; social protection and tripartism; and capacity building of social partners for strengthening the linkages with the informal economy.

Priorities

1. Creating opportunities for decent and productive work for men and women and contributing to poverty reduction, with emphasis on the informal economy.
2. Operationalizing the ILO Declaration and addressing vulnerable workers.
3. Supporting tripartite institutions and constituents to meet the challenges and opportunities of globalization.

Remarks

The country programming mechanism has institutionalized the ongoing dialogue process between the ILO and tripartite constituents and crystallizes collaboration at the country level.

Indonesia (NPADW, PRSP and DWCP)

Progress to date

The *Indonesia Tripartite Action Plan on Decent Work (2002-05)* was last reviewed at a tripartite consultative meeting in November 2004.

The Ministry of Manpower has incorporated elements of the action plan into departmental work plans and budgets.

With the new Government taking up office and formulating the Medium-Term Development Plan 2006-09, it was agreed to start work in early 2005 on the next action plan on decent work for the same period. This would be based on a review of achievements so far, including at subnational level, and the selection of the relevant set of decent work indicators.

Priorities

The action plan on decent work identifies a wider range of issues, but it has been agreed to focus the Office's DWCP on the following four objectives:

1. Industrial relations and the Fundamental Principles and Rights at Work and implementation of new labour laws.
2. Child and forced labour.
3. Job opportunities, especially for youth.
4. Social protection for vulnerable groups, especially in the informal economy and for migrant workers.

Remarks

The PRSP and the draft Medium-Term Development Plan incorporate many elements of the action plan on decent work, including "a right to employment".

Currently, work is ongoing to follow through on the translation of these planning frameworks into annual plans and budgets of line agencies and provincial and district governments as well as possible donor priorities.

Islamic Republic of Iran (MOU)

Progress to date

Memorandum of Understanding signed between the ILO and the Ministry of Labour and Social Affairs (MOLSA) in July 2002 for the period 2002-03. The MOU was the basis of the ILO's cooperation with MOLSA and the work plan associated with it has been updated to cover the 2005-06 biennium.

An MOU was also signed between the ILO, MOLSA and the International Organization for Migration (IOM) whereby the ILO will promote development policies on labour migration.

Priorities

1. Employment generation.
2. Strengthening labour institutions.
3. Mainstreaming gender concerns.
4. Addressing migration issues.

Remarks

A tripartite National Labour Advisory Council (NLAC) has been established. Officials of the NLAC have been sensitized on social dialogue issues.

Although the period of the MOU is over, the spirit of this understanding continues. The Decent Work Agenda is intended to be incorporated into Iran's next development plan.

Iraq (MOU)

Progress to date

A Memorandum of Understanding signed between the ILO and the Ministry of Labour and Social Affairs (MOLSA) in January 2004 and reviewed in October 2004 serves as the technical cooperation framework with milestones for deliverables by the ILO in 2004-05.

In response to the post-war reconstruction effort of Iraq, the programme objective is to position the ILO within the context of the United Nations sys-

tem development assistance, so as to maximize the potential for decent work outcomes.

Within the context of Technical Cooperation, the ILO has established a physical presence in Baghdad and Amman, reviewed the Labour Code, established genuine employers' and workers' structures, provided a consultancy to the Iraqi Federation of Industries (IFI) to develop a strategic plan, and organized an International Conference on Employment in 2004. The ILO is also undertaking a labour audit of ongoing projects in Iraq funded by the UNDG and preparing technical background documents for presentation and discussion.

Priorities

1. Reconstruction of the MOLSA.
2. Job creation and elaboration of National Employment Programme.
3. Labour law and labour legislation.
4. Vocational training and capacity building.
5. Social protection.

As a member of the UNCT and in the context of the UNDG Strategic Plan for Iraq, the ILO has integrated several priority areas of its technical cooperation into the work plan of the UNDG on poverty reduction and human development, which is intended to help Iraqis recover from the crisis and set the foundations for more sustainable livelihoods.

Remarks

The MOU serves as the DWCP. It institutionalizes an ongoing dialogue process between the ILO and Iraq to develop the institutional capacities of the social partners. It capitalizes on external resources, in particular the UNDG Iraqi Trust Fund to expand the ILO programme of assistance to Iraq.

The continuing volatile situation in the country is hampering the programming of ILO assistance. It is expected that the programme will be revisited, depending on the political and security situation, especially after the holding of national elections.

Jordan (TC Programme)

Progress to date

A good understanding of technical cooperation (TC) activities and the application of fundamental principles and rights at work has been established among the tripartite partners as a prerequisite for the ILO technical cooperation programme in Jordan.

Jordan is one of the few Arab States where the ILO can mobilize external resources for TC programmes.

Priorities

1. Promotion of youth employment: Jordan is the first country in the region where a national survey on the transition from school to work was launched.
2. Development of micro, small and medium-sized enterprises: IYB and EYB packages in Arabic have been adapted to the national context.
3. Strengthening of the social partners' capacity in social dialogue: the programme launched in the second quarter of 2004 has helped to establish a solid basis for promotion of the Declaration on Fundamental Principles and Rights at Work.

4. Elimination of the worst forms of child labour: this programme launched in the second quarter of 2004.

Remarks

The technical cooperation programme serves for the time being as the ILO DWCP for Jordan.

The experience gained in implementing project activities, including the successful pilot testing of ILO tools and methodologies has been useful for replication at the interregional and intraregional level. Several requests from other member States for technical assistance have been responded to, using products developed by the projects in Jordan, which were adapted to the local and regional context and made available in the local language.

Kuwait (Plan of Joint Activities GCC)

Progress to date

The Plan of Joint Activities 2004-05 between the ILO and the Council of Ministers of Labour and Social Affairs in the GCC States and its Executive Bureau, signed in September 2003, serves as the DWCP to realize ILO goals and principles. Like other GCC countries, Kuwait continues to benefit from ILO technical assistance agreed upon for the 2004-05 biennium.

Following the requests of its tripartite partners and in response to several ILO missions, the ILO has formulated a technical cooperation programme to assist Kuwait in the areas of international labour standards, employment, occupational safety and health and vocational training issues.

Priorities

1. Fundamental principles and rights at work.
2. Promotion of SMEs.
3. Labour market information systems.
4. Extension of social security schemes coverage.
5. Occupational safety and health.
6. Developing social welfare strategies.

Lao People's Democratic Republic (PRSP)

Progress to date

The ILO has been involved in providing inputs to the PRSP process. The strategy has been to incorporate the Decent Work Agenda in the National Growth and Poverty Eradication Strategy (NGPES) which is the framework for government policy and donor interest.

In October 2004, the ILO hosted the first national tripartite workshop on NPADW to explain the concept and examine how the Decent Work Agenda could be incorporated into both the existing NGPES and the formulation of the next national social development plan. Follow-up bilateral discussions are planned for Spring 2005.

Priorities

1. Private sector development and job creation – labour market information, small enterprise development, labour-based technology for public investment.

2. Capacity building in the public sector social security scheme and extension to the informal economy.
3. Decreased child labour, trafficking and exploitative forms of labour migration.

Lebanon (TC Programme)

Progress to date

Discussion with constituents on a national plan of action for TC is ongoing.

The ILO in Lebanon coordinates with other United Nations agencies through the CCA/UNDAF and MDGs.

Priorities

1. National employment offices.
2. Child labour.
3. Social protection.
4. Small enterprise development.

Remarks

The need now is for a process and mechanisms to develop the national plan of action for technical cooperation to enable it to become the DWCP.

Mongolia (PRSP and NPADW)

Progress to date

Several ILO missions since September 2003 to discuss potential NPADW and its relationship to the PRSP process and the completed papers on social security strategy, legislation on the informal economy, and economic growth and poverty reduction strategy.

ILO technical inputs have led to the holding of the final tripartite workshop on formulation of the NPADW – as a result of which, the plan is now drafted and being circulated for required national approval.

Priorities

1. Employment promotion for poverty reduction and providing employment services.
2. Define strategies for vocational education and training.
3. Establish small business development centres.
4. Improve and strengthen tripartism to support macro policy favourable to employers and workers.
5. Strengthen capacity for wage policies and industrial relations.
6. Prepare national action plan on OSH.

Remarks

National tripartite consultations have led to the formulation of the NPADW. The ILO will finalize its country programme so as to focus on priorities as expressed in the NPADW.

Nepal (PRSP and NPADW)

Progress to date

Decent work for poverty reduction: An ILO contribution to the PRSP in Nepal completed in 2002. The PRSP provided ten-point recommendations concerning how productive, non-discriminatory work could be a means of alleviating poverty and how protection and rights are essential for bringing about decent work. The recommendations of the PRSP report are fully integrated into the Tenth Five-Year Plan of the country.

A decent work task force chaired by the Ministry of Labour and Transport has drafted a national plan of action for decent work (NPADW) matrix in line with the PRSP. The ILO has provided extensive technical inputs to the NPADW. The NPADW has outlined the priorities in the areas of promoting productive employment, application of the fundamental principles and rights at work and enhancing social protection and rights at work.

As follow-up to the PRSP, a series of activities has been undertaken by the ILO in the areas of migration, informal economy, bonded labour and social protection resulting in programmes being developed to assist the constituents.

Priorities

The priorities are in assisting:

1. The constituents in incorporating the elements of the PRSP recommendations into the NPADW.
2. The Government and the social partners in implementing the PRSP recommendations.

PRSP recommendations are:

1. Employment-impact analysis and employment-intensive growth objectives.
2. Development of the private sector with comparative advantages.
3. Training and other public support for migrant workers.
4. Vocational training system reform.
5. Enforcement of relevant legislation for former *kamaiya* families.
6. Impact analysis and affirmative action for gender mainstreaming.
7. Bringing the Social Security Bill to Parliament and providing support to most vulnerable groups.
8. Extending social protection to the poor and excluded, including those with HIV/AIDS.
9. Promoting the organization of workers and employers.
10. An integrated set of reforms to labour legislation, the institutions for social dialogue and labour administration.

Remarks

The PRSP document charts a strategy that has now been endorsed not only by the Government but also by significant representatives of civil society.

The NPADW has been prepared in a logical framework matrix, setting out areas of priority, policies, programmes, timing, responsible agencies, sources of funding and indicators of achievement.

The ILO's DWCP needs to draw on the priorities set by the NPADW and provide assistance to the constituents in implementing the NPADW.

Occupied Arab territories (TC Programme)

Progress to date

Since the escalating conflicts in 2001, an enhanced programme of technical cooperation has been implemented. It mainly centres on strengthening the capacity of employers' and workers' organizations and the Ministry of Labour, promoting social dialogue as a requirement for peace, and establishing the Palestinian Fund for Employment and Social Protection (the Fund) as a future umbrella for the coordination of all financial and technical assistance for employment creation and income generation.

The Fund is expected to implement three core programmes which take into account already existing activities, namely the Community Infrastructure Development Programme, the Enterprise Development Programme, and the Human Resource Development Programme.

Priorities

1. Creation of an employment task force in the Ministry of Labour.
2. An operational plan of action for strengthening the labour market information system.
3. The establishment of the Palestinian Fund for Employment and Social Protection.

Remarks

The continuing volatile situation in the West Bank and Gaza is hampering the execution of the ILO technical cooperation programme. It is expected that the programme will be revisited depending on the stability of the political and security situation in the country.

Oman

(Cooperation Framework and Plan of Joint Activities GCC)

Progress to date

The programme was developed following an initial employment policy mission in 2003, whereby a policy review report in the context of "Omanization" was prepared and submitted to the Ministry of Manpower and the social partners. The report was endorsed by the Ministry as a cooperation framework between the Sultanate of Oman and the ILO in early 2004. This was followed by a second mission in September 2004. Specific technical assistance in each specific priority area is being designed.

The Plan of Joint Activities 2004-05 between the ILO and the Council of Ministers of Labour and Social Affairs in the GCC States and its Executive Bureau signed in September 2003 serves as the DWCP to realize ILO goals and principles. Like other GCC countries, Oman continues to benefit from ILO technical assistance agreed upon for the 2004-05 biennium.

Priorities

1. Employment and labour market policies.
2. Labour market information systems and labour statistics.
3. Vocational education and training reform and skills development.
4. Small and micro-enterprises development.
5. Social protection (unemployment insurance fund).

The Plan of Joint Activities has the following priorities:

1. Fundamental principles and right at work.
2. Promotion of SMEs.
3. Labour market information systems.
4. Extension of social security schemes coverage.
5. Occupational safety and health.

Remarks

The employment policy review missions conducted in 2003 have put in place mutually agreed cross-sectoral priority areas, whereby the ILO can co-operate with the social partners in a way which contributes to greater impact, optimal use of resources and programme ownership. The programme implementation is aimed at providing groundwork for operationalizing decent work at the country level.

Pacific Island countries (Fiji, Solomon Islands, Papua New Guinea, Kiribati, Vanuatu, Samoa) (NPADWs)

Progress to date

The Subregional Tripartite Forum held in Auckland, New Zealand, in October 2003 discussed the experiences of Pacific Island countries in preparing NPADWs.

The NPADW is considered a living document and is reviewed at the beginning of each year to determine priority areas for the year.

Fiji: The draft NPADW was prepared with the close participation of 21 government ministries, employers' and workers' organizations in 2003. A meeting will be held in early 2005 to finalize the NPADW. The ILO workplan for 2005 has been agreed with constituents.

Solomon Islands: The NPADW was prepared in 2003, revised in 2004 and referred to Parliament. In the preparation of the 2005 workplans, government ministries along with social partners organized two national workshops and the plan was reported to the Cabinet.

Kiribati: The NPADW was prepared in 2003 and reflected in the National Strategy Paper in 2004. National seminars have been organized for parliamentarians on the NPADW. Several national seminars have been organized on the NPADW to raise the awareness of society.

Papua New Guinea: The Country Programme known as Structural adjustment at minimum social cost has been accepted as the basis for development of DWNPA. The workplan for 2005 has been organized.

Vanuatu: The first discussion on the formulation of an NPADW has been undertaken and constituents have identified four major areas to concentrate on. The actual NPADW is planned to be developed in 2005.

Samoa: This country has recently applied for ILO membership. In the course of promoting membership, the constituents carried out the first round of discussions on the development of an NPADW.

Priorities

The priority areas of NPADWs for Pacific Island countries are:

Sector 1

1. Promotion of the Declaration and ratification of remaining core Conventions (Kiribati, Solomon Islands and Vanuatu).

2. Review of labour legislation in the light of core conventions and their effective implementation mechanisms.
3. Study on the extent and type of child labour.

Sector 2

1. Promotion of employment in the informal economy.
2. Youth employment.
3. Labour market information systems.
4. Skills development for employment.

Sector 3

1. Improvement of efficiency and operation of social security system.
2. Development of OSH policies.
3. Development of a workers' compensation policy and implementation mechanisms.
4. HIV/AIDS policies at work place and development of inter-agency plan of action (ILO, WHO, UNIFEM) to address HIV/AIDS issues holistically.

Sector 4

1. Strengthening institutional capacities of employers' and workers' organizations to serve their members better.
2. Strengthening industrial relations (dispute settlement mechanism and development of tripartite institutions).
3. Globalization and its impact on small economies.

Remarks

Decent Work Task Forces have been established at national levels.

The formation of a Tripartite Peak Body comprising 165 Ministers aims to place "employment promotion" at the centre of all economic and social policies in **Fiji**.

Papua New Guinea: The country programme is being transformed into the NPA since all government ministries, employers' and workers' organizations have discussed and agreed on this. The programme has also been referred to the tripartite consultative council comprising ministers and social partners. A designated official has been appointed within the Cabinet to look after the ILO country programme.

Kiribati: An informal committee has been formed with the participation of ministries headed by the Ministry of Labour and social partners to pursue the Decent Work Agenda.

Vanuatu: The newly formed government has expressed interest in the review of ratification of core conventions as well as to develop the NAPDW.

Samoa: The CEO, Ministry of Commerce (Department of Labour is located under this Ministry), has taken the initiative to discuss the Decent Work Agenda with other ministries and social partners.

Pakistan (PRSP, DWCP)

Progress to date

Tripartite consultation with three GB members of Pakistan and Planning Commission to determine and set process strategy completed in August 2003. Explanation and advocacy for the NPADW done with Government, employers and workers in September-December 2003 at the federal and provincial levels. Identification of decent work deficits and challenges by ILO

sectors completed by February 2004 for subsequent tripartite consultations and consensus for priority identification.

Parallel to the preparation of the DWCP, the Office in collaboration with UNDP undertook a technical assistance project for strengthening the National Planning Commission in the formulation process of the PRSP. Five working papers and the *National employment strategy for poverty reduction* were prepared in line with the decent work concept.

Based on extensive inputs received from tripartite constituents, the draft DWCP was prepared for consensus-based finalization on 24 May 2004. The draft was also circulated in the ILO. The tripartite constituents agreed that a Tripartite Committee on Decent Work would be set up at the Ministry of Labour to guide and supervise the further progress and implementation of the Decent Work Agenda in Pakistan. A revised draft DWCP was submitted to the ILO and its constituents for comments in December 2004.

Remarks

The four broad priority areas for the DWCP that emerged through consensus are:

1. Labour law reforms.
2. Employment generation through human resource development, specifically through skills training.
3. Expansion of social protection including to the informal economy.
4. Promoting tripartism and social dialogue.

Remarks

The DWCP is firmly embedded in key national macro-economic and sectoral policies; its implementation will therefore be linked to these national policies.

Pakistan is a pilot UNDAF country and the ILO DWCP and the UNDAF have clear interlinkages.

ILO Islamabad has been identified by the Secretary of the Statistics Division of Pakistan as a member of a panel constituted on labour statistics. The ILO role in this panel will be to introduce decent work indicators as part of the regular labour statistics gathering devices.

The Federal Bureau of Statistics invited ILO Islamabad to participate in the improvement process of labour force statistics. The ILO suggested several improvements in the documentation of employment, unemployment and underemployment data and also tabled the inclusion of 23 decent work indicators.

Philippines (DWPP, DWCP)

Progress to date

The Philippines Decent Work National Action Plan is based on the country's Medium-Term Development Plan for 2001-04 which includes a chapter on promoting full, decent and productive employment. This was developed with ILO support under the Decent Work Pilot Programme. It was launched in May 2002. During the launching, a Joint Statement of Support was signed by the tripartite constituents.

In response to the conclusions of the Thirteenth Asian Regional Meeting, the Action Programme for Decent Work: Philippines was prepared. The Action Programme is based on the Decent Work National Action Plan and the National Medium-Term Philippine Development Plan. It provides the overall framework in which ILO assistance for promoting decent work

in the Philippines will be provided over the next three years (2002-04). As such, the document describes the ILO's contribution to the attainment of the MDGs. The Action Programme is an evolving document that will be refined and updated through regular monitoring and consultation with constituents. In addition, it will be used to promote partnerships with other international financial and development institutions.

The first Programme Delivery Report was prepared and presented to the Decent Work Tripartite Advisory Committee in April 2003.

Presently, the Technical Working Group has been engaged in reviewing the Decent Work National Action Plan to realign it to the new priorities set by the National Medium-Term Development Plan 2005-10.

A first draft of the Common Agenda for 2005-07 has been prepared in consultation with the tripartite constituents. The Common Agenda sets the ILO framework for its work for the next few years and spells out a special responsibility for supporting and encouraging collaboration with and among its tripartite constituents. This Common Agenda will be ultimately endorsed by the National Tripartite Advisory Committee and will lead to a resource-based DWCP.

Priorities

Revised priorities:

Sector 1

1. Ratification of international labour Conventions.
2. Promotion for better application of ratified Conventions.
3. Elimination of the worst forms of child labour.
4. Protection of domestic workers.

Sector 2

1. Employment creation in micro-enterprises and SMEs and entrepreneurship, particularly among youth, women and displaced workers.
2. Lifelong skills development and training.
3. Local employment promotion.
4. Competitiveness, productivity and sectoral restructuring.

Sector 3

1. Review of social security policies and schemes.
2. Expand social protection coverage for informal sector.
3. Protection of migrant workers, especially women in vulnerable occupations.
4. Promotion of safety and health at the workplace, including policies and programmes on HIV/AIDS.
5. Monitor labour standards in the workplace.
6. Prevention of sexual harassment.

Sector 4

1. Implementation and monitoring of the Social Accord.
2. Strengthen tripartite representation of rural workers.
3. Capacity building for social partners.
4. Expand employers' and workers' membership to SMEs, women and informal sector groups.
5. Focus attention on potentials of corporate social responsibility.
6. Impact of privatization and reorganization of government agencies and offices on decent work.

Remarks

Decent Work Tripartite Advisory Committee (DWTAC) institutionalized. This is supported by a technical working group and a technical secretariat.

Philippines-specific decent work indicators have been developed.

Resource toolkit to assist local planners to integrate decent work issues in local development plans is being finalized.

Community-based programmes are ongoing.

Decent work as a concept is now being used in public policy debates on the labour agenda of the new Administration.

The Philippines participated and made a presentation on its experience in decent work country programming during the decent work Subregional Tripartite Forum for South-East Asia and the Pacific in Auckland, New Zealand, October 2003.

The Philippines will again participate and make a presentation on progress made to promote decent work during the second South-East Asia and the Pacific Subregional Tripartite Forum on Decent Work from 5 to 8 April 2005, in Melbourne, Australia.

Qatar (Plan of Joint Activities, GCC)

Progress to date

The Plan of Joint Activities 2004-05 between the ILO and the Council of Ministers of Labour and Social Affairs in the GCC States and its Executive Bureau signed in September 2003 serves as the DWCP to realize ILO goals and principles. Like other GCC countries, Qatar continues to benefit from ILO technical assistance agreed upon for the 2004-05 biennium.

Priorities

The Plan of Joint Activities has the following priorities:

1. Fundamental principles and rights at work.
2. Promotion of SMEs.
3. Labour market information systems.
4. Extension of social security schemes coverage.
5. Occupational safety and health.
6. Developing social welfare strategies.

Saudi Arabia (Plan of Joint Activities, GCC)

Progress to date

The Plan of Joint Activities 2004-05 between the ILO and the Council of Ministers of Labour and Social Affairs in the GCC States and its Executive Bureau signed in September 2003 serves as the DWCP to realize ILO goals and principles. Like other GCC countries, Saudi Arabia continues to benefit from ILO technical assistance agreed upon for the 2004-05 biennium.

Two multidisciplinary missions were fielded to Saudi Arabia in 2002 to review priority issues with respect to employment policies, human resources development, privatization and employment policies. A framework was agreed upon between the ILO and the Kingdom in the field of employment strategy and reform of labour market policies and institutions, with special emphasis on "Saudization". A two-year curriculum was prepared for the training of occupational safety and health supervisors.

Priorities

The Plan of Joint Activities has the following priorities:

1. Fundamental principles and rights at work.
2. Promotion of SMEs.
3. Labour market information systems.
4. Extension of social security schemes coverage.
5. Occupational safety and health.
6. Developing social welfare strategies.

Sri Lanka (Framework for Cooperation, NPADW)

Progress to date

Sri Lanka started with a Framework for Cooperation between the ILO, the Ministry of Labour and workers' and employers' organizations on Promoting Decent Work in Sri Lanka 2004-08. The Framework spells out the role of the Office in contributing to the country's development goals through the promotion of decent work, sets guiding principles (including for results-based management, gender mainstreaming and tripartism) and identifies the main challenges and priority areas for action according to the ILO's four strategic objectives.

Subsequently, the tripartite partners have been working on developing a NPADW which they see as "their" plan and in which the role of the ILO is to facilitate the process and provide technical assistance in producing the plan.

Priorities

The Framework for Cooperation identified the following main objectives:

1. Sri Lanka gives effect to the fundamental principles and rights at work in law and in practice and an excellent compliance record increases Sri Lanka's competitiveness.
2. Sri Lanka operationalizes its national employment and productivity policies which lead to more and better jobs for women and men, and contribute to peace and reconciliation.
3. Support the implementation of labour reforms so as to minimize the social costs by promoting appropriate and gender-sensitive social protection.
4. Sri Lanka improves the management of occupational safety and health.
5. Strengthened tripartite partners participate in the development and implementation of economic and social policies.

Remarks

Sri Lanka is an example of a country that started with essentially a DWCP, although not named as such. It has then gone on to develop a NPADW, which is basically the constituents' plan and not an ILO-resourced plan.

Syrian Arab Republic (Framework for Cooperation)

Progress to date

The Syrian Arab Republic started with a draft Framework for Cooperation between the ILO and the Ministry of Social Affairs and Labour on Promoting Decent Work in Syria 2005-07. The Framework spells out the role

of the Office in contributing to the country's development goals through the promotion of decent work, sets guiding principles and identifies the main challenges and priority areas for action according to the ILO's four strategic objectives.

Priorities

1. Identifying the needs for organizing the labour market.
2. Activating the role of employment offices.
3. Restructuring the vocational training system.
4. Creating employment through SMEs and community development programmes.

Remarks

The Framework for Cooperation MOU modality will serve for the time being as the ILO decent work country programme for the Syrian Arab Republic.

Thailand (NPADW)

Progress to date

The first official high-level tripartite discussion on the NPADW, hosted by the Ministry of Labour took place on 26 November 2003.

Bilateral consultations continue towards agreeing on a process for devising and agreeing on an NPADW.

Priorities

1. Freedom of association and strengthening constituents and social dialogue.
2. Elimination of discrimination in employment.
3. Social protection for all: unemployment insurance, pension schemes, extension of social security provisions in the informal economy, financial sustainability of health insurance for all (30-baht scheme).

Remarks

The ILO programme of work is designed to support priorities in the National Social and Economic Development Plan.

Democratic Republic of Timor-Leste (TC Programme)

Progress to date

Initial discussions with the constituents have taken place to decide on priorities for ILO assistance.

The present support is in line with the Government's development strategy and focuses on putting in place the basic legal structure and capacity required in the employment and labour field. In 2005, a first tripartite action plan will be formulated to influence and then dovetail the new national development plan.

Priorities

1. Capacity building of constituents.

2. Poverty alleviation through skills training and gainful employment.
3. Setting up a system of industrial relations and promotion of social dialogue.

Remarks

Since the Democratic Republic of Timor-Leste is a new State, all the groundwork in terms of legislation, structures and capacity needs to be developed.

The main overall priority is to create jobs for the many unemployed.

Ratification of some core international labour Conventions foreseen for 2005.

United Arab Emirates (Plan of Joint Activities GCC)

Progress to date

The Plan of Joint Activities 2004-05 between the ILO and the Council of Ministers of Labour and Social Affairs in the GCC States and its Executive Bureau signed in September 2003 serves as the DWCP to realize ILO goals and principles. Like other GCC countries, the UAE continues to benefit from ILO technical assistance agreed upon for the 2004-05 biennium.

The ILO entered into an agreement with the National Human Resources and Development Authority to provide technical assistance in a joint programme of activities in small and medium-sized enterprise development.

Priorities

The Plan of Joint Activities has the following priorities:

1. Fundamental principles and right at work.
2. Promotion of SMEs.
3. Labour market information systems.
4. Extension of social security schemes coverage.
5. Occupational safety and health.
6. Developing social welfare strategies.

Viet Nam (MOU, DWCP)

Progress to date

Idea of a country programme based on decent work launched at a tripartite meeting held in February 2003. Further (individual and collective) meetings with constituents in 2003 and 2004 discussed the content of a possible DWCP for Viet Nam. A review meeting in February 2005 discussed a concept paper and agreed on the possible content of a five-year country framework linked to the National Socio-Economic Development Plan 2006-10. The DWCP will be given substance through an MOU that is currently under preparation and should be ready by mid-2005.

Priorities

1. Building institutions (labour law, labour relations).
2. Creating employment (SMEs, youth, LMIS).
3. Providing social protection and supporting vulnerable groups (child labour and trafficking, OSH, social security).

Remarks

The Decent Work Agenda and MOU are expected to guide ILO activities in Viet Nam, incorporating ongoing projects and supporting action identified by the constituents' own programmes of work in the period.

Next steps include the setting up of decent work indicators and a status of labour report which will provide benchmarks against which to measure implementation.

A Decent Work Country Matrix for 2004-05 guides ILO action in this biennium.

Yemen (National Employment Agenda and PRSP)

Progress to date

The country employment policy review undertaken by the ILO in the last biennium was consolidated into a National Employment Agenda (NEA), based on which cooperation between the ILO and the Yemeni constituents is established for 2004-05. The NEA elaborates on decent work policy challenges to be addressed by the ILO in its technical cooperation.

The programme will be operationalized in the context of the poverty reduction strategy and oriented towards the achievement of the MDG targets.

Yemen is the only country in the Arab region where the PRSP was prepared, covering the period 2002-05. In addition, Yemen has been selected as the only Arab pilot country to participate in the Millennium Project, which aims to identify how the MDGs can be effectively operationalized at the country level. Under the framework of the United Nations Country Team, the ILO will participate in the development of the second PRSP and the MDG-based national development plan for poverty reduction for 2006-10.

Priorities

1. Employment promotion.
2. Rights at work.
3. Social protection.
4. Social dialogue.

Three of the thematic areas chosen to serve as engines for preparing an MDG-based national development plan are key priorities of the ILO NEA. These include: economic growth and employment generation, education and women's empowerment, and gender.

Remarks

The country programme implementation provides a platform to advocate and demonstrate the relevance of the ILO Decent Work Agenda in the PRSP process and in operationalizing the MDGs.

Partnership with regional and local organizations was an important issue in country programme development. The ILO can benefit from the Yemen experience of how to consolidate decent work in the MDG-based PRSP process.

Appendix 4

Ratification of fundamental ILO Conventions (as at January 2003)

- No. 87 Freedom of Association and Protection of the Right to Organise Convention, 1948
- No. 98 Right to Organise and Collective Bargaining Convention, 1949
- No. 29 Forced Labour Convention, 1930
- No. 105 Abolition of Forced Labour Convention, 1957
- No. 138 Minimum Age Convention, 1973
- No. 182 Worst Forms of Child Labour Convention, 1999
- No. 100 Equal Remuneration Convention, 1951
- No. 111 Discrimination (Employment and Occupation) Convention, 1958

Asia-Pacific region

Convention No.	87	98	29	105	138	182	100	111
Afghanistan	√			√			√	√
Australia	√	√	√	√			√	√
Bangladesh	√	√	√	√		√	√	√
Cambodia	√	√	√	√	√		√	√
China					√	√	√	
Fiji	√	√	√	√	√	√	√	√
India			√	√			√	√
Indonesia	√	√	√	√	√	√	√	√
Japan	√	√	√		√	√	√	
Kiribati	√	√	√	√				
Korea, Republic of					√	√	√	√
Lao People's Democratic Republic			√					
Malaysia		√	√		√	√	√	

(continued overleaf)

Asia-Pacific region (concl.)

Convention No.	87	98	29	105	138	182	100	111
Mongolia	√	√			√	√	√	√
Myanmar	√		√					
Nepal		√	√		√	√	√	√
New Zealand		√	√	√		√	√	√
Pakistan	√	√	√	√		√	√	√
Papua New Guinea	√	√	√	√	√	√	√	√
Philippines	√	√		√	√	√	√	√
Singapore		√	√			√	√	
Solomon Islands			√					
Sri Lanka	√	√	√	√	√	√	√	√
Thailand			√	√	√	√	√	
Democratic Republic of Timor-Leste								
Vanuatu								
Viet Nam					√	√	√	√
Total ratifications	13	16	20	15	14	17	22	17

Arab States in West Asia

Convention No.	87	98	29	105	138	182	100	111
Bahrain			√	√		√		√
Iraq		√	√	√	√	√	√	√
Jordan		√	√	√	√	√	√	√
Kuwait	√		√	√	√	√		√
Lebanon		√	√	√	√	√	√	√
Oman			√			√		
Qatar			√			√		√
Saudi Arabia			√	√		√	√	√
Syrian Arab Republic	√	√	√	√	√	√	√	√
United Arab Emirates			√	√	√	√	√	√
Yemen	√	√	√	√	√	√	√	√
Total ratifications	3	5	11	9	7	11	7	10

Appendix 5

Action by all to combat child labour

Action	Examples of results achieved
Implementation of national policy on child labour, setting national priorities on worst forms of child labour and integration of ILO technical support into national programmes and budgets and bilateral/ subregional collaboration	<ul style="list-style-type: none"> • Time-bound programmes are now operational in Bangladesh, Nepal, the Philippines, Indonesia and Pakistan; one is starting in Cambodia and one has been approved for Lebanon. • The Philippines, Yemen and Lebanon have passed national legislation on the worst forms of child labour. • National legislation has been revised to be compatible with international labour standards in Sri Lanka, Lebanon and Yemen. • Bangladesh, Cambodia, Indonesia, Lebanon, Nepal, Pakistan, Sri Lanka and Thailand are among the countries that have prepared national plans of action or national strategies to specifically deal with the worst forms of child labour, trafficking, bonded labour and/or the commercial sexual exploitation of children. • The Government of India allocates approximately US\$200 million to combat child labour. • The Government of Thailand allocates approximately 100 million baht to combat trafficking in women and children. • Bilateral Memoranda of Understanding (between Thailand and Cambodia and Thailand and the Lao People's Democratic Republic) and a subregional plan of action have been adopted to combat trafficking. • Specific legislation for working girls (domestics) has been drafted and requires the approval of the Lebanese Parliament. • Yemen is in the process of finalizing its national strategy, which should lay the groundwork for the implementation of a time-bound programme.
Addressing child labour issues in the multilateral frameworks	<ul style="list-style-type: none"> • Pakistan's PRSP makes specific mention of the elimination of bonded labour and child labour. • Targeting of working children in Education for All in India, Indonesia, Pakistan and the Philippines. • The IPEC Programme complements the national education strategy in Yemen aiming at universal education by 2015. • Bangladesh's I-PRSP mentions the elimination of the worst forms of child labour in line with Convention No. 182.
Combating child labour as part of decent work country programming, and integrating child labour with other ILO activities for promoting decent work	<ul style="list-style-type: none"> • Child labour issues have been coherently integrated into and specifically addressed as part and parcel of programmes on: <ul style="list-style-type: none"> • Small enterprise development in the Lao People's Democratic Republic. • Women's employment in rural and informal economies in India and Bangladesh. • Workplace improvement programmes in a number of sectors in the urban informal economy in Bangladesh. • Safe work for informal gold miners in Mongolia.

(continued overleaf)

Action	Examples of results achieved
	<ul style="list-style-type: none"> • Bonded labour in Nepal and Pakistan. • Occupational safety and health in Cambodia. • Poverty alleviation in Lebanon and Yemen. • Women's employment in Yemen. • Safe work for children trapped in the informal economy in Lebanon.
Practical interventions, including social mobilizations	<ul style="list-style-type: none"> • In India, the Andhra Pradesh project, which targets child labour in hazardous sectors, six trade unions and 24 employers' organizations have been mobilized to support child labour action. The project is cost-shared on an equal basis with the state government and has impacted on government strategies for sustaining child labour action in the long term. • The experiences gained in the Trafficking in Children and Women (TICW) action in Yunnan have been replicated in five other provinces in China. • Policies and institutions to combat the worst forms of child labour have been strengthened in the Lao People's Democratic Republic and Thailand. • The multidisciplinary approach developed by the Centre for the Protection of Children's Rights (CPCR) in Thailand to support victims of trafficking is being documented for sharing with other countries. • Trade unions and employers' organizations in India, Nepal, the Lao People's Democratic Republic, Mongolia and Thailand have enhanced capacity and have implemented their own activities to combat child labour. • In the southern governorate of Nabatiyet in Lebanon, the social partners, local NGOs, municipalities, concerned ministries and working children have formed a committee for the elimination and prevention of child labour, chaired by the governor himself. • A regional programme was implemented with the Arab Scouts Organization (based in Cairo) to implement the SCREAM project in different Arab countries. • A street working children centre was established in the capital of Yemen where all social partners and NGOs assist in providing a number of services to working children in the streets of Sana'a. • Trade unions and employers' organizations in Yemen and Lebanon have enhanced capacity, established child labour units and implemented their own activities to combat child labour. • The first vocational training package for working children has been introduced in the Arab region and is to be piloted in Jordan, Lebanon and Yemen.
Private sector initiatives	<ul style="list-style-type: none"> • The soccer ball sector in Pakistan and the garment sector in Bangladesh are now able to sustain action to combat child labour on their own without IPEC direct support. The carpet and surgical instruments sectors in Pakistan and the footwear sector in Indonesia are in the process of achieving such sustainability. • A campaign on the role of the private sector in combating child labour was launched by the Association of Lebanese Industrialists (ALI).
Partnerships with other international organizations	<ul style="list-style-type: none"> • The Trafficking in Children and Women (TICW) project and Save the Children Fund, United Kingdom, successfully collaborated to organize the Mekong Children's Forum. • In Bangladesh, the ILO worked closely with UNICEF and the Asian Development Bank in the preparation of the time-bound programmes (TBPs). • The ILO is working closely with World Education in Nepal and with World Vision in the Philippines in the preparation of the TBPs. • In Yemen, the ILO worked closely with the World Bank in a study on education and child labour. • The ILO managed to add the issue of combating child labour to the Arab Strategy for Children which was adopted by the Arab League.
Mainstreaming gender in action to combat child labour	<ul style="list-style-type: none"> • Specific tools have been developed and used to enhance the capacity of IPEC staff and partner agencies to mainstream gender concerns. • Sector-specific responses include a focus on vulnerable girls in child domestic work and recognition of the different vulnerability of boys and girls to trafficking and various forms of hazardous work.
Knowledge management and statistics	<ul style="list-style-type: none"> • Tools have been developed and used to enhance the capacity of ILO partner agencies and staff to: (i) mainstream gender concerns in project design, monitoring and evaluation, and institutional mechanisms;¹ and (ii) deliver quality services for the economic and social empowerment of children, youth and adults in communities of poverty. • Results of the national child labour survey provided the basis for setting child labour reduction goals in the Cambodia MDG and PRSP.

Action	Examples of results achieved
	<ul style="list-style-type: none"> • Results of the 2004 survey on child domestic labour have been used to set priorities in the Cambodia TBP. • The second national child labour survey 2001-02 in the Philippines provided the basis for identifying priorities for the Philippines TBP. • The national child labour survey in Bangladesh provided relevant and timely data for the PRSP, National Action Plan on Children 2003-07 and preparatory phase of the TBP. • Results of studies targeting different sectors and regions which were conducted in Lebanon have been used for setting child labour reduction goals in the country. • Research results have improved understanding of the demand side of trafficking, the relationship between education and child labour, the effects of harsh work on the health and growth of children, etc., and prompted appropriate responses.

¹ See N. Haspels and B. Suriyasarn: *Promotion of gender equality in action against child labour and trafficking: A practical guide for organizations* (Geneva and Bangkok, ILO, IPEC, ROAP, SRO-Bangkok, 2003; Chinese, Khmer (Cambodia), Laotian, Thai and Vietnamese versions, 2004; French version for francophone Africa, Bahasa Indonesia and Nepali versions, 2005).

Appendix 6

ILO Gender Mainstreaming Strategy (GEMS) in Asia and the Pacific, 2004-07

GEMS summary

1. Background and rationale

Delegates at the Thirteenth Asian Regional Meeting indicated that “Gender mainstreaming should be a priority item on the employment agenda and should be monitored regularly to determine whether concrete progress has been made.”

2. Objective

ILO constituents take positive action to increase gender equality in the world of work (in the Programme and Budget for the biennium 2004-05).

3. Main responsibilities and timetable

3.1. Institutional arrangements

3.1.1. All ILO staff, irrespective of source of funding:

- Managers: Active leadership and guidance to all.
- Technical specialists: Gender analysis and planning in design, monitoring and evaluation (DME) in their technical fields.
- Programme officers: Ensure gender analysis and action is included in planning, procedures and budgets.
- Support staff: Gender-sensitive language and images.
- Gender specialists and focal points: Catalyst and expertise.

3.1.2. The Informal GEMS Working Group (cross section of professional staff at all levels with gender expertise in the region) will assist the Regional Director in GEMS implementation and monitoring. The Working Group operates under the Regional Decent Work Team (which includes one gender specialist) and its task forces (to include a gender focal point each).

3.1.3. Reporting on GEMS will take place as part of the overall reporting procedures (no separate reporting obligations).

3.2. Timetable

- 2004: Start and preparation.
- 2005-07: GEMS 100 per cent operational by 2007.

1. Outputs, indicators and targets

4.1. Policy

4.1.1. GEMS for ILO Asia and Pacific region disseminated to the field by February 2004.

4.1.2. ILO constituents promote gender equality in policy and practice.

4.1.3. Targets for gender equality objective and indicators in the ILO's Programme and Budget for 2004-05:

- GEMS 100 per cent operational from 2005 onwards;
- member States ratify at least one of the key equality Conventions (Nos. 100, 111, 156 and 183);
- member States ratify all four Conventions listed above;
- positive changes introduced in member States;
- increased representation of women among delegations to ILO meetings (see 4.8).

4.2. Planning, programming and budgeting

4.2.1. Explicit gender mainstreaming strategies included in decent work and poverty reduction initiatives in member States:

- in programme and budget proposals from 2006 onwards;
- in workplans and reports from 2004 onwards.

4.2.2. Gender-specific action in each sector per country every biennium to redress inequalities. Progressive target for countries with substantial ILO programmes:

- in programme and budget proposals from 2006 onwards;
- in workplans and reports from 2004 onwards.

4.2.3. Gender equality promotion included in (regional) ILO management meetings and task forces.

4.2.4. GEMS will become operational in existing procedures and staff will be trained in their use. A GEMS checklist for the monitoring of the extent of gender mainstreaming in ILO products, services and institutional mechanisms will be provided in the GEMS toolkit. Target: To be identified during 2004 and used for a gender review by the end of 2004 and early 2005 (modest resource allocation needed).

4.3. Technical cooperation (TC)

4.3.1. All TC projects: Gender analysis and planning, unless evidence is given that gender inequalities do not exist or are not relevant:

- TC management, technical and programme officers: Design, monitoring and evaluation (DME).

- Field office programme units: Check contents and matching budget allocation.
- Gender specialists and focal points: Catalyst and assistance.

4.3.2. Targets: The above are reflected in technical cooperation project documents and evaluation reports:

- 25 per cent by end of 2004;
- 50 per cent by end of 2005;
- 75 per cent by end of 2006;
- 100 per cent by end of 2007.

4.4. Technical advisory missions

4.4.1. All general missions will:

- seek data disaggregation by sex;
- raise gender issues with constituents;
- report and follow up on gender concerns as relevant.

4.4.2. All missions with possible GEMS relevance:

As above and obligatory: Seek the views of gender experts.

4.4.3. All missions with specific GEMS mandate:

- As above and obligatory: Include at least one member with gender expertise in the mission.
- Seek the views of women direct recipients and beneficiaries wherever possible.

4.4.4. Targets: The above are reflected in mission reports:

- 25 per cent by end of 2004;
- 50 per cent by end of 2005;
- 75 per cent by end of 2006;
- 100 per cent by end of 2007.

4.5. Research and data collection

4.5.1. Seek data disaggregation by sex (own work, outsourcing of ILO work).

4.5.2. Include gender analysis as part of regular research unless evidence is given that gender inequalities do not exist or are not relevant.

4.5.3. Encourage research on gender inequalities wherever possible.

4.5.4. Data collection methods are gender sensitive.

4.5.5. Targets: The above are reflected in research outcomes:

- 25 per cent by end of 2004;
- 50 per cent by end of 2005;
- 75 per cent by end of 2006;
- 100 per cent by end of 2007.

4.5.6. Progressive target for 4.3 above: One gender-specific output per technical field per country per biennium.

4.6. Publications, reports and web sites

4.6.1. All relevant ILO publications will include:

- gender analysis and data disaggregation by sex;

- gender advocacy;
- gender-sensitive language and images.

4.6.2. Targets: The above are reflected in publications, reports and web sites:

- 25 per cent by end of 2004;
- 50 per cent by end of 2005;
- 75 per cent by end of 2006;
- 100 per cent by end of 2007.

4.7. ILO staff and consultants: Gender-sensitive human resource practices

4.7.1. Recruitment

- Gender composition of staff: Consideration to redress imbalances at all levels, and the regular review and dissemination of results of the regional administrative services/personnel (RAS/PER) report on staff composition, based on information from ROAP field offices.
- Gender-sensitive language (no generic “he”) in all vacancy announcements, job descriptions and terms of reference (TORs).
- Gender mainstreaming clause in all vacancy announcements, job descriptions and TORs for professional staff and external collaborators: 50 per cent by the end of 2004, 100 per cent from 2005 onwards.
- Gender expertise: An added advantage among selection criteria in all new professional recruitments (i.e. included in written and verbal exams).
- Obligatory: Gender expertise in vacancy announcements, job descriptions and TOR on gender-relevant subjects.
- GEMS information package for new officials: 50 per cent by end of 2004, 100 per cent from 2005 onwards.
- Gender focal point (GFP) duties included in job descriptions, time allocation, capacity building, job recognition and evaluation in performance appraisals of concerned officials.
- Sex-disaggregated data by grade and type of contract of ILO staff (regular budget (RB) and technical cooperation (TC)) produced by RAS/PER will be disseminated at the field structure meeting from 2004 onwards.

4.7.2. Performance on GEMS included in appraisals of managers and technical specialists and programme officers (both RB and TC). Target:

- 25 per cent by end of 2004;
- 50 per cent by end of 2005;
- 75 per cent by end of 2006;
- 100 per cent by end of 2007.

4.7.3. Working conditions

- Maternity and paternity leave for all.
- No excessive weekend travel and work: ROAP concern to be shared with HRD, Geneva.
- Family-friendly workplaces to be encouraged.

4.8. ILO-supported events

4.8.1. General practice: Gender equality promotion included as a cross-cutting theme and/or as a specific topic in all events (unless evidence is given

that gender inequalities do not exist or are not relevant), in the reports or public relations for and the programme and report of the event, as well as in letters of agreement with implementing agencies. Target:

- 25 per cent by end of 2004;
- 50 per cent by end of 2005;
- 75 per cent by end of 2006;
- 100 per cent by end of 2007.

4.8.2. Invitations: Call for gender-balanced representation:

- progressive aim: 50-50 male-female representation in the future;
- 40 per cent of either sex in general events;
- 40 per cent of either sex in gender events;
- database by status and sex.

4.8.3. Reporting on participants by age and status (junior, middle and senior) to ILO-supported events will take place from 2004 onwards. A guide and tools for easy data collection will be provided by ILO headquarters by April 2004.

4.9. Capacity building within the ILO

4.9.1. All staff are responsible for updating their knowledge on gender equality concerns in their field of expertise. Gender specialists and focal points will channel relevant information to the colleagues concerned.

4.9.2. Recognition and support to the gender focal points (GFP): Inclusion of GFP duties in job descriptions, time allocation, capacity building, job recognition and evaluation in performance appraisals. Target: System in place by end of 2004.

4.9.3. A GEMS information package and training opportunities will be provided to all existing staff regularly and upon request, e.g. on gender in DME for programme officers.

4.9.4. Provision of resources for gender training from human resources training allocation, including a planning and training meeting of gender specialists and focal points every biennium.

4.9.5. GEMS toolkit available:

- definitions, concepts and strategies;
- gender in DME;
- gender clauses in TORs and invitation letters;
- checklist for the measurement of gender mainstreaming in ILO documents.

4.9.5. Targets: ILO activities will reflect effective GEMS in action:

- 25 per cent by end of 2004;
- 50 per cent by end of 2005;
- 75 per cent by end of 2006;
- 100 per cent by end of 2007.

4.10. Capacity building of constituents

4.10.1. Gender training, advocacy and technical assistance are needed in:

- gender mainstreaming strategies among ILO tripartite agencies;
- carrying out gender analysis;
- redressing gender inequalities and discrimination;

- gender mainstreaming and women's representation in tripartite mechanisms;
- establishing equal employment opportunity policies and programmes.

4.10.2. Gender work in country programming

- As specified under 4.2.
- Request gender expertise if needed.

4.10.3. Targets: To be decided for each country.

Appendix 7

List of ILO tools and training manuals

Child labour

- *Design, management and evaluation of action programs on child labor: Training manual (Philippines adaptation)*, James S. Mante and Loree Cruz-Mante, International Labour Office; Institute for Labor Studies (Philippines), Philippines Department of Labor and Employment. Geneva: ILO, 2001.
- *Eliminating the worst forms of child labour: A practical guide to ILO Convention No. 182*, International Labour Office; Inter-Parliamentary Union. Geneva: ILO and IPU, 2002.
- *Investigating child labour: Guidelines for rapid assessment: A field manual: A draft (to be finalized following field tests)*, International Labour Office; UNICEF. Geneva: ILO, 2000.
- *Manual for supplementing mothers' income (a solution to child labour)*, International Labour Office; International Centre for Entrepreneurship and Career Development (India). New Delhi: ILO-IPEC, 1999.
- *SCREAM: Stop child labour: Supporting children's rights through education, the arts and the media*, International Training Centre of the ILO. Turin: ILO, 2002.
- *Specialized training manual on psychosocial counselling for trafficked youth: Handling the trauma of sexual exploitation*, International Programme on the Elimination of Child Labour, International Labour Office. Geneva: ILO, 2002.
- *Time-bound programme: Manual for action planning*, International Programme on the Elimination of Child Labour, International Labour Office. Geneva: ILO, 2003.
- *Trade unions and child labour: Children out of work and into school, adults into work*, Bureau for Workers' Activities, International Labour Office. ILO Project Developing National and International Trade Union Strategies to Combat Child Labour. Geneva: ILO, 2000.

Community development

- *Footbridges: A manual for construction at community and district level*, Ron Dennis, International Labour Office. Geneva: ILO, 2004.

- *Sustainable community-managed and labour-based upgrading of urban low-income settlements: Trainer's notes: International training course for engineers and town planners*, Hamish Goldie-Scot, Jan Fransen and Wilma van Esch, ILO Advisory Support, Information Services and Training, International Labour Office. Geneva: ILO, 2002.

Crisis

- *Coordination in crisis response and reconstruction*, Piero Calvi-Pariseti and Donato Kiniger-Passigli, InFocus Programme on Crisis Response and Reconstruction, International Labour Office. Recovery and Reconstruction Department. Geneva: ILO, 2002.
- *Crisis response: Rapid needs assessment manual*, InFocus Programme on Crisis Response and Reconstruction, International Labour Office. Recovery and Reconstruction Department. Geneva: ILO, 2002, page 138.
- *Decent work matters in crisis: Fact sheets*, 2003.
 - www.ilo.org/public/english/employment/recon/crisis/download/decentwork.pdf
- *Decent work matters in crisis: ILO response to crisis challenges*, InFocus Programme on Crisis Response and Reconstruction, International Labour Office. Recovery and Reconstruction Department. Geneva: ILO, 2003, page 88 (in folder).
- *Employment intensive reconstruction works in countries emerging from armed conflicts: Guidelines*, Kaj Thorndahl, Employment-Intensive Investment Branch, International Labour Office. Recovery and Reconstruction Department. Geneva: ILO, 2001. x, page 116.
- *Gender and natural disasters*, Elaine Enarson, InFocus Programme on Crisis Response and Reconstruction, International Labour Office. Recovery and Reconstruction Department. Geneva: ILO, 2000. x, page 58.
- *Gender guidelines for employment and skills training in conflict-affected countries*, 1998.
 - www.ilo.org/public/english/employment/recon/crisis/papers/gender.htm
- *Gender in crisis response: A guide to the gender-poverty-employment link*, Tamara Tutnjevic, InFocus Programme on Crisis Response and Reconstruction, International Labour Office. Recovery and Reconstruction Department. Geneva: ILO, 2004, page 34.
- *Guidelines for employment and skills training in conflict-affected countries*, International Labour Office. Recovery and Reconstruction Department. Geneva: ILO, 1998.
- *Guidelines for establishing emergency public employment services*, InFocus Programme on Crisis Response and Reconstruction, International Labour Office. Recovery and Reconstruction Department. Geneva: ILO, 2003, page 96.
- *ILO crisis response trainer's guide*, InFocus Programme on Crisis Response and Reconstruction, International Labour Office. Recovery and Reconstruction Department. Geneva: ILO, 2003, page 342 + computer laser optical disc.
- *ILO generic crisis response modules*, InFocus Programme on Crisis Response and Reconstruction, International Labour Office. Recovery and Reconstruction Department. Geneva: ILO, 2002, xxi, page 132.
- *Local economic development in post-crisis situations: Operational guide*, Martin Gasser, Carmelo Salzano, Roberto Di Meglio and Alfredo Lazarte-Hoyle, ILO Local Economic Development Programme. Geneva: ILO, 2003, page 194.

- *Manual on training and employment options for ex-combatants*, International Labour Office. Geneva: ILO, 1997, xii, page 236.
- PowerPoint presentation made in Bonn on gender and DDR.
 - www.ilo.org/public/english/employment/recon/crisis/download/genderddr.pdf
- *Rising from the ashes*, InFocus Programme on Crisis Response and Reconstruction, International Labour Office. Recovery and Reconstruction Department. Geneva: ILO, 2003. 1 videocassette (22 min.): sd., col.

Disability

- *Achieving equal employment opportunities for people with disabilities through legislation: Guidelines*, International Labour Office. Geneva: ILO, 2004.
- *Assisting disabled persons in finding employment: A practical guide – Asia and Pacific edition*, B. Murray and R. Heron, International Labour Office. 2nd ed. Geneva: ILO, 2003.
- *Assisting people with disabilities in finding employment: A resource book for trainers of employment service personnel*, InFocus Programme on Skills, Knowledge and Employability, International Labour Office. Geneva: ILO, 2004.
- *The end of isolation: A handbook for the social and economic reintegration of persons affected by leprosy*, International Labour Office. Geneva: ILO, 1999.
- *Getting hired: A trainer's manual for conducting a workshop for jobseekers who face barriers to employment*, Debra A. Perry, International Labour Office. Geneva: ILO, 1995.
- *Integrating women and girls with disabilities into mainstream vocational training: A practical guide*, F. Gaik Sim, International Labour Office. Geneva: ILO, 1999.
- *Towards equalizing opportunities for disabled people in Asia: A guide*, International Labour Office. Bangkok: ILO, 1994.

Financing

- *Introduction to microfinance in conflict-affected communities: A training manual*, Patience Alidri et al., Social Finance Programme, International Labour Office; Office of the United Nations High Commissioner for Refugees, Reintegration and Local Settlements Section. Geneva: ILO, 2002.
- *Introduction to microfinance in conflict-affected communities: Trainer's handbook*, Social Finance Programme, International Labour Office; Office of the United Nations High Commissioner for Refugees, Reintegration and Local Settlements Section. Geneva: ILO, 2003.

Gender

- *e.quality@work: An information base on equal employment opportunities for women and men* [CD-ROM], Gender Promotion Programme, International Labour Office. Geneva: ILO, 2004.
- *Employment assistance for women in Asia: Guidelines*, International Labour Office. Bangkok: ILO, 1997.
- *Gender in crisis response: A guide to the gender-poverty-employment link*, Tamara Tutnjevic, InFocus Programme on Crisis Response and Reconstruction, International Labour Office. Recovery and Reconstruction Department. Geneva: ILO, 2003.

- *GET ahead for women in enterprise training package and resource kit*, Susanne Bauer, Gerry Finnegan and Nelien Haspels, International Labour Office. Bangkok: ILO, 2004.
- *An information guide: Preventing discrimination, exploitation and abuse of women migrant workers*, Gender Promotion Programme, International Labour Office. Geneva: ILO, 2003.
- *International labour standards and women workers: Information kit*, International Labour Office. Geneva: ILO, 1993.
- *Modular package on gender, poverty and employment: Facilitator's kit*, International Labour Office. Geneva: ILO, 2000.
- *Modular package on gender, poverty and employment: Reader's kit*, International Labour Office. Geneva: ILO, 2000.
- *Promoting gender equality: A resource kit for trade unions*, Lin Lean Lim, Sriani Ameratunga and Carmel Whelton, Gender Promotion Programme, International Labour Office. Geneva: ILO, 2002.
- *Promotion of gender equality in action against child labour and trafficking: A practical guide for organizations*, Nelien Haspels and Busakorn Suriyasarn, International Labour Office. Bangkok: ILO, 2003.
- *Rural women in micro-enterprise development: A training manual and programme for extension workers*, International Labour Office. Geneva: ILO, 2000.
- *School-to-work transition survey questionnaire modules*, Gender Promotion Programme, International Labour Office. Geneva: ILO, 2003.
- *Social dialogue and poverty reduction strategies: A guide to the integration of gender equality*, InFocus Programme on Social Dialogue, Labour Law and Labour Administration, International Labour Office. Geneva: ILO, 2004.
- *Women workers' rights and gender equality: A training and resource kit*, International Labour Office. Bangkok: ILO, 2001.

Informal economy

- *Local employment in the informal economy: Course guide for staff in local governments and partnership organizations*, International Labour Office. Geneva: ILO, 2001.
- *Training manual for organizers/trainers of the informal sector*, Guerrere M. Darius, International Labour Office. Manila: ILO, 2001.

Labour relations

- *Social dialogue at the workplace: Trainer's workshop manual*, Inge-Ernald Simonsen and Lars A. Odegaard, International Labour Office. New Delhi: ILO, 2003.

Labour statistics

- *International training compendium on labour statistics: Module 1, statistics of employment, unemployment, underemployment: Economically active population*, Bureau of Statistics, International Labour Office. Policy Integration Department. Geneva: ILO, 2003.
- *Labour statistics based on administrative records: Guidelines on compilation and presentation*, International Labour Office. Bangkok: ILO, 1997.

Occupational safety and health

- *Employers' handbook on managing HIV/AIDS in the workplace*, Sub-regional Office for East Asia, International Labour Office. Thailand

Business Coalition on AIDS, Employers' Confederation of Thailand. Bangkok: ILO, 2003.

- *Implementing the ILO code of practice on HIV/AIDS and the world of work: An education and training manual*, Programme on HIV/AIDS and the World of Work, International Labour Office. Geneva: ILO, 2003.
- *Managing emerging health-related problems at work: SOLVE – Stress, tobacco, alcohol and drugs, HIV/AIDS, violence*, Vittorio Di Martino, David Gold and Annette Schaap, InFocus Programme on Safety and Health at Work and the Environment, International Labour Office. Geneva: ILO, 2002.
- *Safety and health in the use of chemicals at work: A training manual*, A. Bakar Che Man and D. Gold, International Labour Organization. Geneva: ILO, 1993.
- *Safety, health and welfare on construction sites: A training manual*, Occupational Safety and Health Branch, International Labour Office. Geneva: ILO, 1995.
- *Training manual for occupational safety, health and working conditions: Work Improvement in Neighbourhood Development (WIND)*, International Labour Office. Geneva: ILO, 2003.
- *Your health and safety at work: A modular training package*, International Labour Office. Geneva: ILO, 1996.

Poverty reduction

- *Decent work and poverty reduction strategies (PRS): A reference manual for ILO staff and constituents*, International Labour Office. Geneva: ILO, 2005.
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- *Positive action: Reducing poverty through social dialogue: A guidebook for trade unions and employers' organizations*, Rosalind Harvey (author) and Chang-Hee Lee (editor), International Labour Office. Bangkok: ILO 2005.
- *Positive action: Reducing poverty through social dialogue: A training manual for trade unions*, Rosalind Harvey (author) and Raghwan (editor), International Labour Office. Bangkok: ILO, 2005.

Rural development, agriculture

- *Managing a grain bank: Internal organization: Training manual for trainers*, Programme ACOPAM, International Labour Office. Geneva: ILO, 2003.

Small and medium enterprise development

- *Development and promotion of appropriate tools and implements for the farming and food-processing sectors through local intermediaries: Guidelines for evaluating fit activities including evaluation forms*, B. Wesselink, International Labour Office. Geneva: ILO, 1995.
- *Facilitating MSE shows: The FIT manual*, InFocus Programme on Boosting Employment through Small Enterprise Development, International Labour Office. ILO/FIT Programme. Geneva: ILO, 2000.
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- *I-WEB action manual: Improve your work environment and business for microentrepreneurs*, InFocus Programme on Boosting Employment through Small Enterprise Development, International Labour Office. Conditions of Work and Employment Programme. Geneva: ILO, 2003.

- *I-WEB action manual: Improve your work environment and business for micro entrepreneurs*, South-East Asia and the Pacific Multidisciplinary Advisory Team; Regional Programme on Working Conditions and Enterprise Development, International Labour Office. Manila: ILO, 1999.
- *I-WEB trainer's guide: Improve your work environment and business for micro entrepreneurs*, InFocus Programme on Boosting Employment through Small Enterprise Development, International Labour Office. Conditions of Work and Employment Programme. Geneva: ILO, 2003.
- *I-WEB trainer's guide: Improve your work environment and business for micro manufacturers*, South-East Asia and the Pacific Multidisciplinary Advisory Team; Regional Programme on Working Conditions and Enterprise Development, International Labour Office. Manila: ILO, 1999.
- *Improve your business: Basics*, Mats Morganville, Håkan Jarskog and Barbara Murray, International Labour Office. Geneva: ILO, 1999.
- *Improve your business: Basics: Trainer's guide*, Hanna N. Sahar, Håkan Jarskog and Mazen Asa'd, International Labour Office. Geneva: ILO, 1999.
- *Know about business: Training package*, Entrepreneurship and Management Development Branch, International Labour Office; International Training Centre of the ILO. Turin: ILO, 1996.
- *Making for the market: Facilitating user-led innovation*, International Small Enterprise Programme, International Labour Office. ILO/FIT Programme. Geneva: ILO-ISEP, 2000.
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- *Profitable programmes for small business: A manual for radio companies*, Martin Ssemakula and Gavin Anderson, InFocus Programme on Boosting Employment through Small Enterprise Development, International Labour Office. Job Creation and Enterprise Department. Geneva: ILO, 2001.
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- *Start your business: Handbook*, International Labour Office. Geneva: ILO, 2003.
- *Start your business: Improve your business: Consultants' guide*, G. Meredith, International Labour Office. Suva: Ministry of Trade and Commerce, 1993.
- *Start your business: Workbook*, International Labour Office. Geneva: ILO, 2003.
- *Work Improvement in Small Enterprises (WISE): Package for trainers*, International Labour Office. Bangkok: ILO, 2004.

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- *Social security training: Social security financing*, International Social Security Association, International Labour Office; International Training Centre of the ILO. Turin: ILO, 1997.
- *Training toolkit on gender-sensitive Health Micro-Insurance Schemes*, Ismne Stalpers, Govinda Dahal and Umesh Upadhyaya, International Labour Office. Geneva: ILO, 2004.

Trade unions

- *Collective bargaining and negotiation skills: A training guide for trade unions*, ILO/USA Declaration Project in Indonesia. Jakarta: ILO, 2003.
- *Economics for trade unionists: A trade union training manual*, National Organisation of Trade Unions (Uganda); International Labour Office. Workers' Education Programme. Geneva: ILO, 1996.
- *International labour standards: A trade union training guide: Active teaching methods in trade union training*, E. Cairola, International Training Centre of the ILO. Turin: ILO, 1998.
- *Trade union organization and leadership development: Trade union training materials*, ACTRAV Advanced Regional Trade Union Training Programme, International Labour Office. Geneva: ILO.

Youth employment

- *Improving prospects for young women and men in the world of work: A guide to youth employment*, International Labour Office. Geneva: ILO, 2004.
- *Meeting the youth employment challenge: A guide for employers*, International Labour Office. Geneva: ILO, 2001.

General

- *Design, monitoring and evaluation of technical cooperation programmes and projects: A training manual*, International Labour Office. Geneva: ILO, 1995.
- *Development of a national productivity policy: A tripartite approach: Training manual*, Hakim Hossesmamode, International Training Centre of the ILO. Turin: ILO, 2001.
- *Work in the world: A teachers' guide to work issues*, International Labour Office. 2nd ed. Geneva: ILO, 2003.