

# ILO Technical Cooperation Intervention Model Series

## COUNTRY EMPLOYMENT POLICY UNIT (CEPOL)

Duration:	N/A
Technical unit:	EMP/POLICY
Donor:	Korea, MDTF/UNDP
Geographical coverage:	Global

ILO P&B link  
(outcome and indicators)

**Outcome 1: More women and men have access to productive employment, decent work and income opportunities**

**Indicator 1.1:** Number of member States that, with ILO support, integrate national, sectoral or local employment policies and programmes in their development frameworks

**Outcome 19: Member states place an integrated approach to decent work at the heart of their economic and social policies, supported by key UN and other multilateral agencies**

**Indicator 19.1:** Number of member States that, with ILO support, make the goal of decent work increasingly central to policy-making

**Note:** CEPOL's work is also linked to *Global Product 102 - Global tools to enhance the employment content of growth and improve labour market policies* and *Global Product 104 - Knowledge and tools to promote Decent Work for Youth*.

### 1. Main features

The Employment Policy Convention, 1964 (No. 122) states that employment policies “shall aim at ensuring: that there is work for all who are available for and seeking work; such work is as productive as possible; and there is freedom of choice of employment and the fullest possible opportunity for each worker to qualify for, and to use his skills and endowments in, a job for which he is well suited, irrespective of race, colour, sex, religion, political opinion, national extraction or social origin”.<sup>1</sup> Employment policies are key elements in promoting a favourable investment and business climate and creating a supportive environment for decent employment generation.

The Country Employment Policy Unit (CEPOL) in the Employment Policy Department (EMP/POLICY) is responsible for providing technical advice to ILO constituents on the formulation of national employment policies (NEPs) that provide country-specific responses to the challenge of quantity and quality of employment and strategies in the priorities defined in Decent Work Country Programmes. This work includes the promotion of national, regional and international policy coherence in making employment central to social and economic policies and international development strategies.

These objectives are pursued through knowledge building, policy advice, advocacy, capacity building and technical cooperation. At the request of constituents, EMP/CEPOL, in collaboration with field and technical Units, provides –

- **technical advisory services** to ILO constituents (governments, including ministries of labour, finance and planning and other relevant bodies, and employers’ and workers’ organizations) for the

<sup>1</sup> ILO Employment Policy Convention, 1964 (No. 122)

formulation of NEPs and strategies in support of the priorities defined in Decent Work Country Programmes (DWCPs) in response to their requests

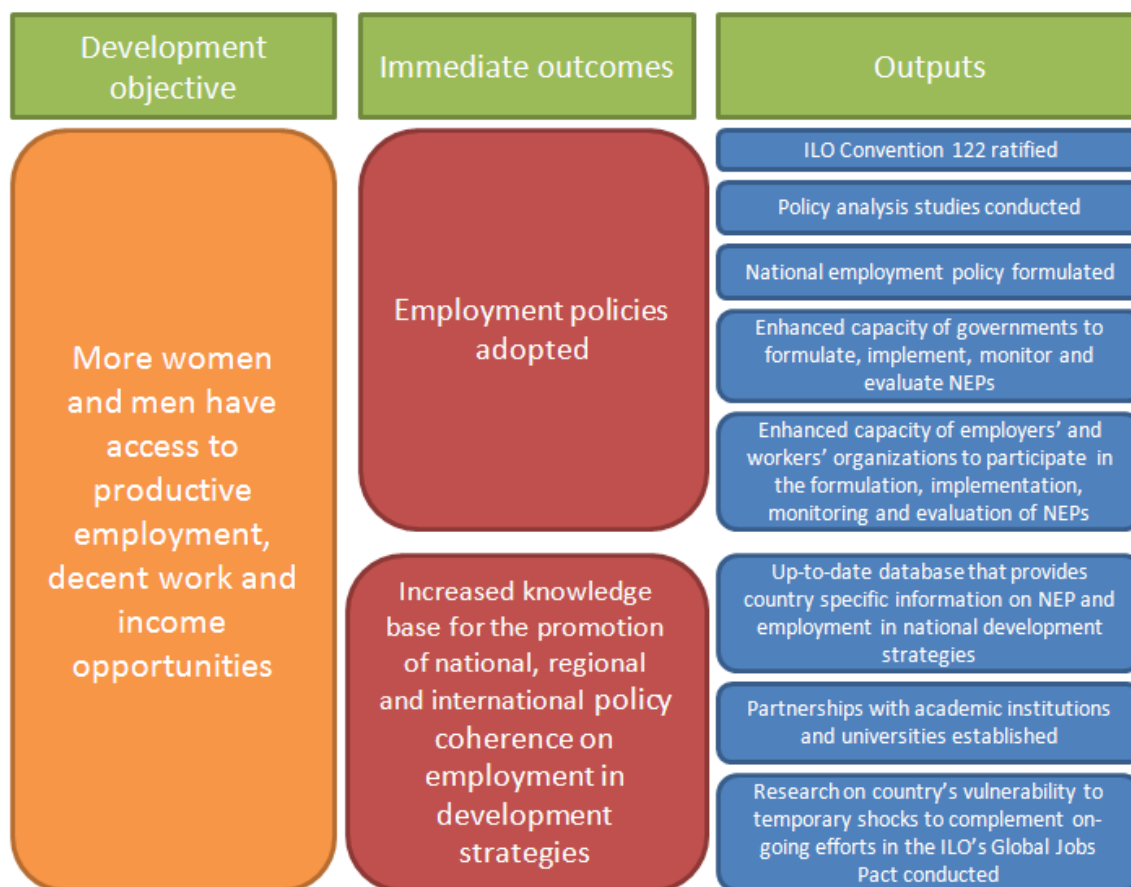
- **capacity development** to increase constituents’ institutional capacity to participate in policy design
- **facilitation of social dialogue** on policy options for employment.

CEPOL’s work places particular emphasis on the promotion of pro-poor employment-centred growth strategies, the integration of employment and decent work objectives in national development frameworks, analysis of the employment potential of sectoral strategies, youth employment, gender and employment, the impact of demographic change, and the transition out of informality.

CEPOL’s work is guided by Convention No. 122, to date ratified by 104 countries,<sup>2</sup> the Employment Policy Recommendation, 1964 (No. 122) and the Employment Policy (Supplementary Provisions) Recommendation, 1984 (No. 169). Its work contributes to the achievement of Millennium Development Goal 1, target 2 “Achieve decent work and productive employment for all, including women and young people.”

## 2. Logic model

The logic model provides an overall synthesis of the cycle of policy making. It is only representative and may not be exhaustive in terms of how it was carried out in any one country. Additional elements and components may be added or removed in order to better adapt to local realities.

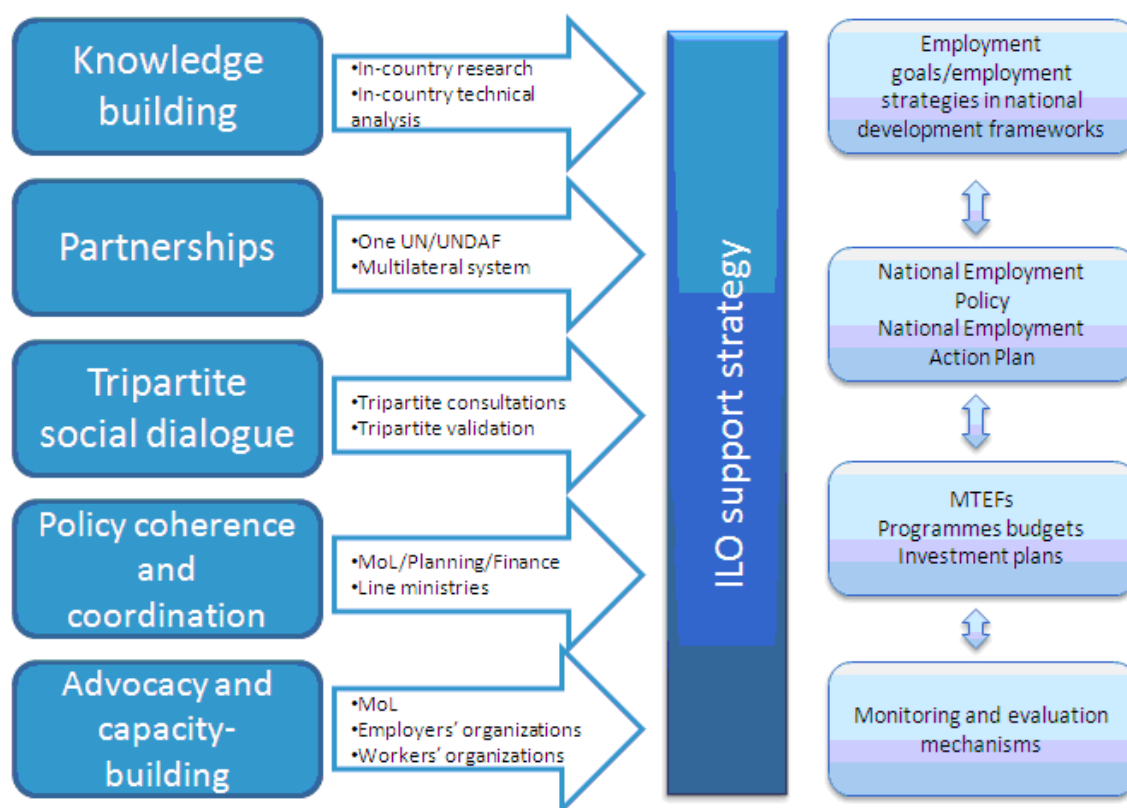


<sup>2</sup> ILOLEX, 5 September 2011.

### 3. Methodology and tools

CEPOL's main means of action are technical advice to governments, employers' and workers' organizations, and capacity building among them. Policy advice is supported through country-specific policy-related research, the review and dissemination of good practices, advisory missions, organizing tripartite dialogue, and technical cooperation projects. Together with field offices, and through promotion of tripartite dialogue, country priorities and strategies are reviewed in order to strengthen the employment content of development strategies, economic policies and investments. Support is given for monitoring the impact of national strategies and for increasing and reorienting development resources and investments in national budgets – including through the mobilization of external development aid and loans from multilateral institutions – towards realizing the employment goals. Capacity building is supported through training workshops, thematic seminars and exchanges of experience, both within countries and at external locations.

#### Global level: ILO's approach to employment policy processes



MTEFs = Medium-Term Expenditure Frameworks are a tool for matching the spending programmes of PRSPs with available resources and the demands of macroeconomic stability.

Knowledge building goes beyond in-country research and analysis to extend to policy research on key economic policy instruments that influence employment outcomes, such as inflation targeting, the role of fiscal or exchange rate policies, tax and financial policies, etc. This research done in partnership with leading universities and think tanks is disseminated through academic publications and technical dialogue at various levels, including with international financial institutions.

## Country level methodology

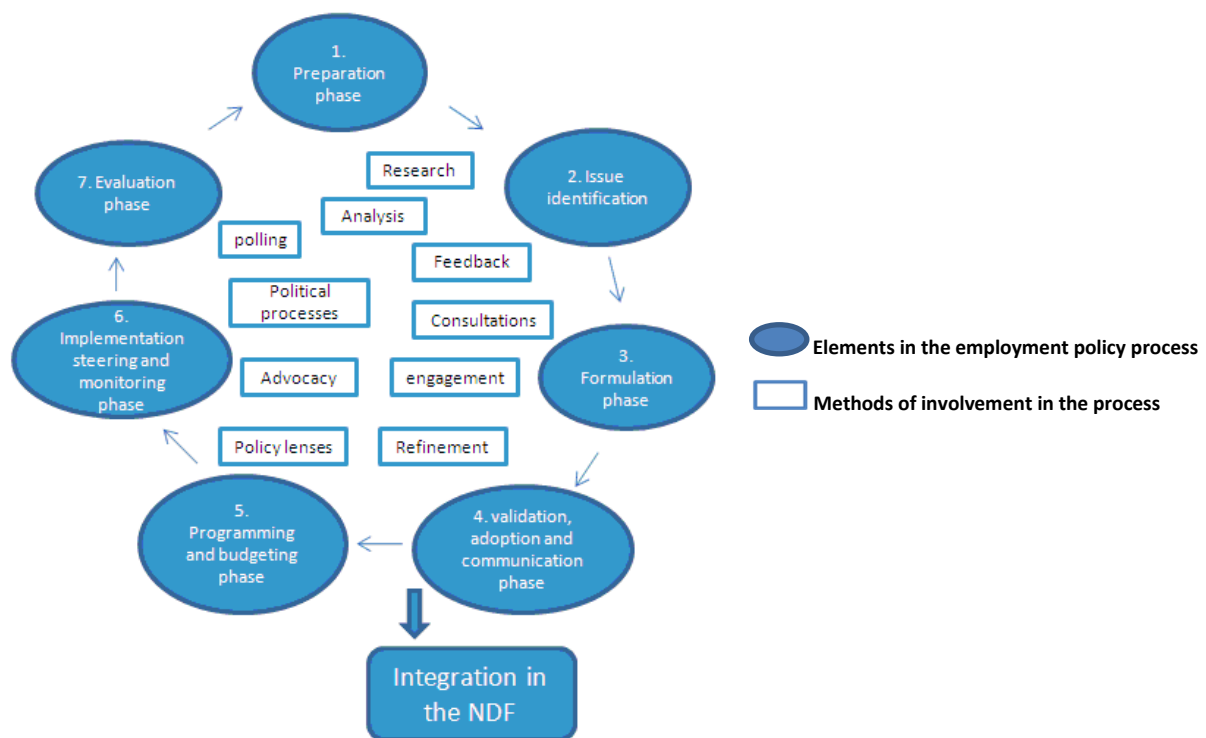
At country level CEPOL's role is to deliver high-quality policy advice on employment policies to government and social partners; to evaluate the policies' impact; and to draw lessons from country experience.

The mobilization and capacity building of the social partners, together with support to tripartite policy dialogue, are the essential means used by CEPOL to help countries formulate inclusive, informed and sustainable employment policies. CEPOL's methodology is to facilitate and assist constituents to organize themselves to undertake a participatory policy process, holding broad-based consultations at local and national levels. To ensure ownership of the policy, the process is driven by constituents themselves.

Another key element of the methodology is to support constituents in producing quality employment situations that will inform their policy choices and reflect the multidimensionality of employment issues.

CEPOL's framework at country level is based on the policy cycle approach, disaggregating complex phenomena into manageable steps. A policy cycle is normative, suggesting a logical sequence of recurring events practitioners can use to comprehend and implement the policy task. No policy model can claim universal application, since every policy process is grounded in particular governmental institutions. Practice varies from problem to problem. A policy cycle is a heuristic model, an ideal, but nevertheless a useful tool to structure the approach to employment policies.

### The seven steps of the policy process



The approach can be adjusted to national circumstances; some flexibility can and should be applied to take into account specificities at national level.

### → **Policy review**

*Steps 1 and 2 (“preparatory phase” and “issue identification”):* After a country’s request for assistance to develop a NEP, CEPOL, with the technical field specialists, assists in planning the policy process. At this stage a NEP technical team is set up to steer the formulation process so as to ensure ownership and sustainability. The NEP technical team can be a one-person team, e.g. a national coordinator, a small team in the ministry of labour, or a larger group that includes social partners, other line ministries, or lead academics in the country. Whatever format is chosen, a clearly identified “champion” should be steering the process. CEPOL, with the technical field specialists, provides advice on best practices and capacity building on NEP formulation at this stage. Once the policy’s goal is defined and practical issues are resolved (schedule, budget), the identification of issues can start. Undertaking an **employment situation analysis** is indeed necessary to generate a solid empirical understanding of the existing employment situation and its constraints to employment growth. CEPOL provides technical and financial support at this stage. Once an inventory of employment issues is available, the government, employers, workers and other relevant stakeholders need to **prioritize** policy areas and identify the three to five issues that will be included in the policy. CEPOL provides tools and capacity-building in prioritization exercises, shares best practices, and facilitates the participation of the social partners in decision making.

Policy diagnosis includes –

- in-country research and technical analysis
- identification of opportunities and constraints through a multi-layered diagnosis
- reviews of programmes and projects
- reviews of institutional frameworks
- a public expenditure review.

At times, analysis can build upon prior research studies conducted by CEPOL jointly with local universities and research institutes in support of the priorities agreed in the Decent Work Country Programmes as well as in Poverty Reduction Strategy Papers.

### → **Policy formulation**

*Step 3 (“formulation phase”):* CEPOL works with constituents to ensure an interface with national development and planning processes and governmental economic teams. CEPOL’s role as a facilitator includes that of ensuring social dialogue throughout the process, i.e., making sure that governments, employers and workers participate in an active and substantial manner to the process. Where necessary, CEPOL, with the technical field specialists – including ACTRAV and ACTEMP, will provide capacity development for those constituents who have not undertaken similar exercises, as to enable them to meaningfully contribute to the drafting process. In addition, CEPOL makes sure the policy is formulated in a coherent, coordinated and integrated manner. Involving sectoral ministries and agencies entrusted with macroeconomic management – such as the Central Bank,

finance ministries and national planning agencies – is key. Finally, CEPOL provides technical advice to operationalize the document (formulation of objectives and outcomes, choice of monitoring indicators, coordination mechanism, M&E framework, budget, etc.).

Where possible, the policy is drafted by the relevant unit in the labour ministry. However, in practice, this has proven to be difficult in countries where institutional capacity is weak. In such cases CEPOL provides financial assistance to pay an external consultant, whose main task consists in putting all the information compiled through the consultations together into a coherent policy.

➔ **Policy adoption, implementation and monitoring**

*Remaining phases:* Once drafted, the NEP must be submitted for constituents’ validation, usually done in a tripartite plus national workshop or through existing consultative structures. After validation, the NEP is sent for endorsement to the relevant country authorities. The technical team will then work on implementation, starting with the operationalization of the institutional frameworks required to make the policy work. CEPOL, with the technical field specialists, assists the constituents by providing examples of successful implementation schemes and M&E frameworks. CEPOL facilitates dialogue with ministries of finance to link employment policies to the budget, sometimes by establishing partnerships with key actors, such as the World Bank.

Lastly, CEPOL directs the constituents to the relevant technical units at headquarters that can support implementation of specific policy measures.

The following table summarizes every responsible partner for policy formulation as well as related ILO related-support:

TASKS AND RESPONSIBILITIES FOR POLICY FORMULATION			
Steps	Action	Who? National actors’ role	ILO’s role
<b>1. Preparation +2. Issue identification</b>	Attributing responsibilities and accountability for the formulation of the NEP	Mandated institution	Advice on membership of the team Capacity development Training of the NEP and what it is
	Knowledge building for the employment situation analysis	Ministry in charge of employment, statistical office, public employment services, employers’ organizations, workers’ organizations, civil society, academics, ministries responsible for finance, economy, education, agriculture (for LDCs), infrastructure, and local development	Advocacy, technical support, financial support to hire consultants if needed
	<b>Broad-based consultations</b>	<b>All</b>	<b>Facilitator if needed</b>
	Priority setting	NEP technical team (if restricted to Ministry in charge of employment, with social partners) Academics, consultants	Technical support (provide best practices, tools, etc.), capacity development, training, financial support
	<b>Broad-based consultations</b>		<b>Facilitator if needed</b>

TASKS AND RESPONSIBILITIES FOR POLICY FORMULATION			
Steps	Action	Who? National actors' role	ILO's role
3. Formulation	Operational planning and drafting of the document	NEP technical team	Technical support, capacity development training, financial support, technical evaluation
	<b>Broad-based consultations</b>		<b>Facilitator if needed</b>
4. Validation, adoption, communication	Validation	All	Facilitation Financial support
	Adoption	Council of Ministers, Parliament, etc.	
	Communication plan, letting people know	NEP technical team	Provision of best practices
5. Programming and budgeting + 6. Implementation	Implementing the NEP: - Operationalize the steering committee (nomination members, mandate, etc.) - Secure the budget  - Set-up the M&E framework and operationalize it - Start implementing activities	All: - Ministry responsible for employment, Prime Minister/Council of Ministers  - Ministry responsible for employment, Ministry of finance (budget department) - Government - All involved ministries	Technical support Capacity building Training of constituents Financial support if needed
7. Evaluation	Monitoring and evaluation (M&E) of the NEP	M&E framework/institution	M&E capacity development

### ***An inclusive and participatory process***

Dialogue level	Who	What	How - CEPOL usually facilitates the following:
National/sectoral	Between the ministry responsible for employment and – - Social partners (employers' organizations and trade unions) - Other ministries, in particular with the government's economic teams and sectoral ministries - Civil society groups, such as women and youth associations	Identification of main challenges, Policy options, Validation of selected priorities Ways of implementing them	Working groups Tripartite workshops Tripartite conferences
Regional	Between the ministry responsible for employment and – - its regional branches - regional social partners - other decentralized government - regional civil society groups, such as women or youth associations.	Identification of main challenges, validation of selected priorities, ways of implementing them	Workshops Focus group discussions

Dialogue level	Who	What	How - CEPOL usually facilitates the following:
Local	Animated by regional branches of ministry responsible for employment, involves local communities, NGOs active at the local level, specific projects that have an employment impact, beneficiaries (people)	Identification of main challenges, Validation of selected priorities Ways of implementing them	Village meetings, focus group discussions, interviews

### ***In addition...***

Training courses and learning events are also conducted in collaboration with the ILO **International Training Centre**, targeting government officials and social partners involved in the design and implementation of employment policies.<sup>3</sup> The objective is to equip participants with the requisite tools to undertake sound empirical analysis and to support evidence-based policies.

Policy research conferences and high quality publications contribute to CEPOL's advocacy work on strengthening the employment content of development strategies and economic policies. International institutions, leading universities and think tanks are key partners.

## 4. Target groups

***Direct beneficiaries:*** Government structures (primarily labour administration, but also statistics, finance, education, agriculture, infrastructure, local development), trade unions, employers' organizations, local authorities.

***Ultimate beneficiaries:*** Workers, employers, society at large.

## 5. Results

### **Key indicators**

- ILO Convention No. 122 ratified by Member States
- No. of countries that request ILO technical assistance to formulate NEPs
- No. of NEPs adopted after receiving ILO technical assistance
- No. of Member States that have at least one employment target in their national development framework
- No. of NEP processes that were participatory (inter-ministerial & tripartite participation)

No. of countries that have ratified ILO Convention no. 122 (as at September 2011): **104**

No. of countries that requested ILO technical assistance to formulate a NEP in 2010-11: **58**

<sup>3</sup> For more information see <http://www.itcilo.org/en/the-centre/areas-of-expertise/employment-creation/employment-creation-1>



No. of NEPs adopted after receiving ILO technical assistance in 2010/11: **10**<sup>4</sup>

No. of Member States that have at least one employment target in their national development framework: **12** out of 18 for which information has been analysed as at 27.10.11<sup>5</sup>

No. of NEP processes that were participatory: **8** out of 15 for which information has been analysed as at 27.10.11<sup>6</sup>

### **Project level results**

#### **Africa**

Through the project “*Operationalizing Pro-Poor Growth through the Promotion of Decent Employment*” (2006-2008) CEPOL assisted **Madagascar** in implementing its NEP, adopted in 2005, through the formulation of an action plan for the period 2007-11, the operationalization of the NEP implementation structures, and institutional capacity-building in the area of decent work promotion. For example, CEPOL’s expertise contributed to creating the Malagasy Office for Employment Promotion and training provided to members of the CNSPERP, the NEP steering committee, allowed them to perform their role adequately. CEPOL also promoted the integration of the NEP’s objectives in national policies for economic growth and poverty reduction in Madagascar. The project supported research studies to generate knowledge for the formulation of employment-targeted economic policies for poverty reduction. The studies were discussed with national and international stakeholders in a joint GoM - World Bank - ILO workshop, and helped design a coherent and comprehensive conceptual framework to generate increased decent employment through macroeconomic policies, including through public investment programmes and financial policies.<sup>7</sup> As a result the national development framework, the Madagascar Action Plan 2008-2012, fully integrated the decent employment objectives. The poverty reduction interventions were structured on the promotion of productive and freely chosen employment.<sup>8</sup> Subsequently, CEPOL assisted the country in developing regional employment strategies as implementation tools of the national strategy. Two such regional strategies were developed, in Atsimo-Andrefana and in Vatovavy Fitovinany.

Through the project “*Mainstreaming Gender in Employment Policies and Programmes – A Joint ILO-UNIFEM Initiative*” (2007-2008)<sup>9</sup>, the Ministries of Labour of **Tanzania** and **Zanzibar** were provided

<sup>4</sup> Cameroon, Gabon, Mauritius, Malawi, Iraq, Jordan, China, Viet Nam, Nepal, Bosnia and Herzegovina.

<sup>5</sup> India, Cambodia, Viet Nam, Nepal, El Salvador, Uganda, United Republic of Tanzania, Ethiopia, Liberia, Namibia, Nigeria, Mozambique.

<sup>6</sup> India, Madagascar, Malawi, Uganda, United Republic of Tanzania, Ethiopia, Liberia, Bosnia and Herzegovina.

<sup>7</sup> Employment Working Paper No. 58 (2010), Employment, poverty and economic development in Madagascar: A macroeconomic framework.

<sup>8</sup> Evaluation summaries, “Operationalizing Pro Poor Growth – Component 1: Building a common policy understanding” (Madagascar), available at: [http://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_115935.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_115935.pdf)

<sup>9</sup> “Mainstreaming Gender in Employment Policies and Programmes – A Joint ILO-UNIFEM Initiative”, Internal Evaluation Report.

with support in mainstreaming gender in the implementation of national employment policy frameworks through capacity building initiatives at both central and decentralized levels. In Zanzibar support was provided to the Ministry of Labour on gender-sensitive employment policy formulation through capacity building of sector focal points and policy “drafting teams” (comprising five women and six men). The training offered focused on the collection and analysis of sex-disaggregated data and gender analysis of the opportunities and constraints faced by women and men, girls and boys in the labour market. Support was also provided to review and refine the monitoring and evaluation frameworks for employment policy implementation by designing gender-sensitive indicators and targets.

### **Americas**<sup>10</sup>

In late 2010 **Uruguay** requested ILO support to conduct a national dialogue on employment policies. The National Direction of Employment of the Ministry of Labour and Social Security (MLSS) subsequently started designing the process with the ILO and elaborating a draft background report. After discussions with the MLSS, the draft was approved as an official document. Early in 2011 a tripartite meeting was held and four commissions were established to discuss the four priority topics identified. In addition to the meetings held by the tripartite commissions, tripartite meetings were held to discuss the base report and to provide a methodological proposal. Depending on the topic, the Government was represented by the MLSS or by others such as the ministries of social development, economy, and industry. More and more actors and institutions are participating, and five short booklets on the dialogue have been published. The dialogue is ongoing (until October 2011).

### **Asia**<sup>11</sup>

In 2007 the Government of **India** requested ILO assistance to formulate a NEP. With ILO support the Ministry of Labour and Employment (MOLE) set up an Employment Inter-ministerial Committee of 17 ministries, including those of finance, planning, industry, agriculture and rural development, women and children’s affairs, trade, tourism, and overseas employment. With ILO support the MOLE prepared an employment policy concept note which was discussed with the inter-ministerial committee and social partners (employers’ and governments’ organizations). As a result of the discussion, diagnostic studies of selected areas were conducted. The studies’ findings were discussed in a two-day conference attended by over 200 participants. It was collectively decided to set up six tripartite working groups on thematic areas that included macro-economic sectoral policies, enterprise development, skills development and women workers’ issues. The draft employment policy was drafted based on recommendations by the working groups. The draft NEP was then submitted to the different stakeholders for validation. It was also posted on the MOLE’s and the ILO’s websites. The draft was then modified to include the comments received. After submitting the final draft NEP to all government ministries for final comment, the NEP was submitted to Cabinet for approval mid-2009.

<sup>10</sup> Information provided by EMP/CEPOL

<sup>11</sup> Information provided by EMP/CEPOL.

### *Comparative advantage*

The ILO today remains the only UN agency that brings assistance to formulate and implement a national employment policy at every step of the policy process, from the preparation to the formulation and implementation phase. In addition, the ILO has the capacity to pool together economic and legal expertise to develop labour market policies, since it is the only global agency specialized in labour issues. Its added value lies also in its long standing presence and experience working in countries and directly with representatives of the world of work (governments, employers and workers). In other words, when it comes to policy formulation and implementation, the ILO does not work from zero. Rather, it works through the adopted development frameworks, mainly from the ILO's Global Employment Agenda. This makes CEPOL's intervention much more relevant, effective and sustainable.

## 6. Costs

The cost of an international expert to support a NEP process: approx. US\$ 30,000 for two stays in the country, including travel.

Formulation of an action plan (including national consultant, workshop, regional consultations, in-country missions by consultant, national tripartite conference, publication of document, mission from Geneva): approximately US\$ 40,000.

Knowledge-building to inform the policy (two studies by national consultants, one study by international consultant on mission): approximately US\$ 23,000.

Capacity-building workshop with ITC: between US\$ 5,500 and 8,200.

Capacity-building workshop on employment diagnostic analysis for 25 participants, incl. cost of facilitator, interpreter, publications and translations, local travel costs: US\$ 14-15,000, not including international travel for ILO staff.

Tripartite workshop (60 participants): approx. US\$ 5,000.

In-country training workshop for constituents to implement and monitor the NEP (2 weeks): US\$ 10,400 (66 participants in two groups), excluding cost of travel from Turin.

Regional consultations in 2 regions (Madagascar): US\$ 1,155.

## 7. Lessons learned

### *Good and enabling practices*

Having a clear institutional anchorage for the NEP is key to successfully take it through all the stages from diagnosis to implementation. First, it gives visibility to the process. Secondly, a clearly mandated unit will be able to coordinate all the actors that should be involved in the process. The multiplicity of institutions and actors involved and the diversity of their intervention levels brings to the forefront the need for strong coordination. Depending on the country context and on the country-level institutional set-up, the "champion" can be either the minister in charge of employment, or someone at prime minister or presidential level.

Working at the local level appears to be a key enabling factor to clearly identify employment constraints and opportunities at the early stage, in order to lay a firm foundation for the next steps in the policy process.

Working with well-established research institutes or universities in the country can help strengthen the legitimacy of research outcomes.

The preparation of highly technical and analytical materials does not necessarily result in immediate endorsements or buy-in from government ministries. It is necessary to dedicate time, resources and efforts to “sell” them. In this sense, creating an inter-ministerial committee from the outset can help minimize reluctance, and can smooth policy validation.

National ownership of the policy is crucial. Though the process of developing a policy will be facilitated by the ILO, it is necessary to stress that the resulting policy will be the national policy and not the ILO’s policy. Fostering ownership of the policy by the ministry of labour is the best way of ensuring its effective implementation.

While developing the policy, it is also necessary to think about the technical and financial feasibility of its implementation. Involving other line ministries from the outset of the exercise, such as the ministry of finance, helps to address this issue in a timely manner.

Implementation does not follow if the policy is not popular, or if people don’t know about it. It may hence be useful to develop a coherent communication strategy to ensure visibility from the outset, and to inform people that the policy is being developed, raise awareness of its importance, and advocate its content.

A good assessment of the economic, political and social situation, including risks, should be conducted at the beginning of each process to make sure that the country has the stability needed to complete the process; and that the government has the legitimacy and capacity to implement it.

It is essential to conduct a good stakeholder analysis and draw up an institutional map so as to understand from the outset where influence lies in each country, and to identify the key decision-making actors. This is crucial, since involving such actors throughout the process will ease its adoption and implementation.

### *Challenges and obstacles*

The need to improve the knowledge base at regional and country levels is a key issue. Furthermore, identifying and working with institutions and individuals who have the capacity to collect data, disseminate reports, and influence policy making can take time. Exploring and establishing wider networks requires a fairly long period of initial interactions, with some risks of non-delivery.

The policy is often drafted by an external consultant. However, CEPOL knows this does not always allow for full ownership. Ideally, the policy should be drafted by the relevant unit in the ministry in charge of employment. But in some countries where CEPOL works, such units suffer from various weaknesses, such as numbers of staff or poor recognition, or simply do not exist. CEPOL is increasingly working to build the capacity of such ministries to undertake such tasks.

Often the policy development cycle is not planned at the outset. Rather, spaced activities are planned. This makes it very difficult to estimate the resources and time needed to develop a policy.

Work at the local level is crucial in the policy process: consequently, there is a need to emphasize the upstream work and participation of local stakeholders from the very beginning in order to ensure that the employment policy is inclusive.

Developing a policy is not cheap and easy, and can be expensive and very time consuming. Expectations should be clear from the initial steps of developing a policy.

While in some countries CEPOL can rely on national consultants' expertise, in others it cannot. This should be considered from the outset, as it will have an impact on the budget.

Collaboration with the World Bank in isolated processes has proven very useful, resulting in a good mix of the Bank's and the ILO's expertise. In addition, such collaboration helped the ILO gain credibility with the ministry of finance, which may at times be reluctant to work with the ILO, which is perceived as working on issues beyond their mandate. However, such collaboration with the WB is ad-hoc, and not yet sufficiently institutionalized.

## 8. Sustainability and replicability

### *Sustainability*

Developing a NEP is particularly meaningful and sustainable when it is responding to a national need. CEPOL works in alignment with national processes, such as the National Development Framework or the Poverty Reduction Strategy Paper (PRSP) processes. It ensures credibility and eases the mobilization of resources. CEPOL has included various sustainability components in its work. First, the formulation of NEPs and technical assistance for monitoring and evaluation in the longer term ensures a favourable environment for employment generation; partnering with universities and research institutes to elaborate studies and to assess the impact of globalization on employment and poverty constitutes a key aspect of CEPOL's work to ensure the sustainability of knowledge.

In some cases countries have paid for selected activities, such as capacity development workshops. However, CEPOL does not have a set cost-sharing financial scheme whereby countries can pay a percentage of the cost of developing a NEP, and usually most of the activities are financed by the ILO or other donors (UNDP, bilateral).

### *Replicability*

The development of tools related to thematic sectoral issues and the elaboration of specific guides are key aspects of CEPOL's work to replicate the methodology used. The "learning by doing" techniques developed through technical advisory services are a way to enhance knowledge for future replication and for the elaboration of new national employment policies.

## 9. Partnerships

At the international level, CEPOL engages with the UN system, the World Bank and the IMF to promote policy coherence and advocate for the centrality of employment in economic policies. Joint workshops and publications are the outcome of this sustained dialogue. At the national level, a number of activities are conducted in partnership with UNDP and other UN agencies, the World Bank and bilateral cooperation agencies to support governments in policy formulation exercises and to implement the policies. Such partnerships can take the form of joint research, joint capacity-

building workshops, or joint dialogue with the government, etc. In addition, CEPOL works with government ministries involved in the making and planning of the PRSP process.<sup>12</sup>

At the ILO level, the monitoring and evaluation of policy performance that requires labour market information is conducted in collaboration with the Department of Statistics; initiatives with the Bureau for Gender Equality (GENDER) to formulate gender-sensitive employment policy also take place. CEPOL works in collaboration with the Employment-Intensive Investment Programme (EMP/INVEST)<sup>13</sup> on sectoral studies. CEPOL also collaborates with the Bureau for Workers' Activities (ACTRAV) and the Bureau for Employers' Activities (ACTEMP) to build the capacity of workers' and employers' organizations to participate in the policy process; and with the Skills and Employability Department (SKILLS) and the Industrial and Employment Relations Department (DIALOGUE).

In addition, several partner universities and research institutes are involved in CEPOL studies, such as the Political Economy Research Institute (PERI) at the University of Massachusetts, Amherst, the School of Oriental and African Studies and Birkbeck College (University of London), the Economic Research Foundation in New Delhi, CEDES in Buenos Aires, etc.

## 10. Knowledge sharing

Every year CEPOL organizes a four-day retreat of HQ and field specialists. The retreat is useful to discuss the work done throughout the year and to share good practices and lessons learned.

Increasingly, CEPOL is producing publications (books, working papers, policy briefs), guides, and handbooks for ILO staff and constituents, with the aim of systematizing and compiling information.

A database and an electronic library are available, where all the documents related to employment in the countries in which CEPOL has intervened are saved and are available to all.

## 11. Short history

The objective of full employment was already stated in the ILO Constitution and in the 1944 Declaration of Philadelphia, and the Employment Policy Convention, 1964 (no. 122) further articulates it, and 104 countries have ratified the Convention so far. All ILO work on employment derives its current mandate from the Global Employment Agenda (2003) and the ILO Declaration on Social Justice for a Fair Globalization (2008). In addition, the ILO Governing Body discusses a broader range of employment and social issues, including analyses of employment policies and practices at the national and international levels; it also serves as the vehicle through which the ILO has examined and defined its relationship with the Bretton Woods institutions.

CEPOL is fully engaged in the implementation of the Global Employment Agenda, and is doing so through a large range of technical support and capacity building activities, advisory services and policy research, including a publications programme. CEPOL's publications include working papers, policy briefs, employment reports and country crisis assessments. The ILO's Employment Policy

<sup>12</sup> Source: Guide for the formulation and implementation of national employment policies (draft, 2011), p.29 in sub-section "Building partnerships"

<sup>13</sup> For more information, see *EIIP Intervention Model*, available at: [https://www.ilo.org/intranet/english/bureau/pardev/downloads/im\\_eiip.pdf](https://www.ilo.org/intranet/english/bureau/pardev/downloads/im_eiip.pdf)

Department (EMP/POL) has also undertaken a series of country level studies across the five ILO regions on the impact of macroeconomic policies on productive and decent employment creation.

## 12. Further information

Website: [www.ilo.org/emppolicy](http://www.ilo.org/emppolicy)

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*This document was developed in October 2011 by the Partnerships and Development Cooperation Department, in collaboration with the EMP/CEPOL.*

*The ILO's Technical Cooperation Intervention Model series is a mapping of approaches used in the ILO's technical cooperation programme. The models outline the basic logic of an approach, where it has been used, what tools it has produced, notable successes and challenges, and the vision for the future. The models aim to encourage cross-fertilization of ideas and approaches in technical cooperation, knowledge sharing between technical units and the field, and providing background information for Governing Body documents and relations with donors. The models are living documents and input and suggestions are highly encouraged. Comments can be sent to [dcpm@ilo.org](mailto:dcpm@ilo.org).*

## 13. Associated projects and major publications

### *Associated projects*

- GLO/09/55/ROK, Promotion of full employment and decent work in a period of intense globalization: Employment policy challenges in a period of economic crisis
- GLO/11/50/ROK, Knowledge sharing on macroeconomic policy to promote full and productive employment
- VIE/11/02/OUF, Finalization of the Viet Nam Employment Strategy
- *Other projects (not backstopped by CEPOL but which finance many country-level activities)*
- INT/09/06/EEC, Improving social protection and promoting employment
- GLO/09/59/SID, Promoting inclusive job-rich growth
- RAF/10/58/FRA, Projet d'appui à la promotion de l'emploi et la réduction de la pauvreté (APERP II)

### *Bibliography, major publications available*

- Global economic crisis, gender and employment: The impact and policy response, Employment Working Paper No. 74, ILO: Geneva. [http://www.ilo.org/wcmsp5/groups/public/---ed\\_emp/documents/publication/wcms\\_154198.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_154198.pdf)

- A rapid impact assessment of the global economic crisis on Liberia (2009): [http://www.ilo.org/wcmsp5/groups/public/---ed\\_emp/---emp\\_policy/---cepol/documents/publication/wcms\\_116721.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_policy/---cepol/documents/publication/wcms_116721.pdf)
- Energy, Jobs and Skills: A rapid assessment of potential in Mtwara, Tanzania Special Paper 09.32, Research on Poverty Alleviation (REPOA), Dar es Salaam, Tanzania
- Macroeconomic policy for employment creation: The case of Malawi; Employment Working Paper No. 93
- Macroeconomic policy for “full and productive employment and decent work for all”: Uganda country study; Employment Working Paper No. 91
- Should Developing Countries Target Low, Single Digit Inflation to Promote Growth and Employment? Employment Working Paper No. 87
- Labour Market Policies and Institutions: a Synthesis Report. The cases of Algeria, Jordan, Morocco, Syria and Turkey; Employment Working Paper No. 64
- Growth, Economic Policies and Employment Linkages in Mediterranean Countries: The cases of Egypt, Israel, Morocco and Turkey; Employment Working Paper No. 63
- The Korean labour market: some historical macroeconomic perspectives; Employment Working Paper No. 59
- Employment, poverty and economic development in Madagascar: A macroeconomic framework; Employment Working Paper No. 58
- Demographic ageing and employment in China; Employment Working Paper No. 57
- Demographic ageing and employment in India
- Employment and social protection in the new demographic context
- Exploring the linkages between investment and employment in Moldova: A time-series analysis; Employment Working Paper No. 52
- Characterizing the school-to-work transitions of young men and women: Evidence from the ILO School-to-work transition surveys; Employment Working Paper No. 51
- Decent Work Issues in Poverty Reduction Strategies and National Development Frameworks, Employment Sector - Employment Report No. 5
- Rethinking monetary and financial policy : practical suggestions for monitoring financial stability while generating employment and poverty reduction; Employment Working Paper No. 37
- The global economic crisis and developing countries: transmission channels, fiscal and policy space and the design of national responses; Employment Working Paper No. 36
- The impact of macroeconomic change on employment in the retail sector in India: policy implications for growth, sectoral change and employment; Employment Working Paper No. 16
- The impact of globalization and macroeconomic change on employment in Mauritius: what next in the post-MFA era? Employment Working Paper No. 9