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Programme, Financial and Administrative Section

PFA

Programme, Financial and Administrative Segment

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The Director-General's Programme and Budget proposals for 2026-27 - Addendum

Additional information in response to the issues raised during the discussion on 10 March 2025

1. This document provides additional information in respect of the Programme and Budget proposals, following the discussion held on Monday, 10 March 2025.
2. The Office's responses to the main issues and comments raised during the discussion are summarized in the appendix.
3. The Director General will respond to the comments on Tuesday, 18 March 2025.

► Appendix

Responses to questions

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Legal and general programmatic issues			
	Niger	Request information concerning the possibility of modifying an Office document submitted to the GB.	The documents submitted by the Office to the Governing Body are prepared, under the responsibility of the Director-General, “[i]n order to prepare the debates of the Governing Body” (para. 44 of the Introductory Note to the Compendium of rules applicable to the Governing Body). The Standing Orders suggest that the Governing Body discusses primarily the items on its agenda rather than the documents themselves. Thus “the documents prepared may be made public unless the Director-General decides [...] to make them available only after <i>the question with which they deal has been discussed by the Governing Body...</i>” (para. 5.6.8, emphasis added). On occasion, an item is discussed by the Governing Body without reference to an Office document (see e.g., item LILS/4 in GB.319). As a matter of practice, and in order to facilitate decision-making by the Governing Body, the Office proposes in its documents a draft point for decision that serves as the basis for discussion of the outcome of the debate. Governing Body members may criticize an Office document, but its content is ultimately the responsibility of the Director-General, and cannot be attributed to the Governing Body. Thus, as explained by the Legal Adviser in March 2023 “no amendments to specific paragraphs of a published Governing Body document, other than the draft decision, could be proposed” (GB.347/PFA/PV(Rev.), para. 161). In brief, the respective roles of the Governing Body and the Director-General/Office must be differentiated. The Governing Body, through the tripartite screening group, is the master of its own agenda. One of the constitutional responsibilities of the Office is to “prepare the documents on the various items of the agenda for the meetings of the Conference” (article 10(2)(a)) as well as “other powers and duties as may be assigned to it by the Conference or by the Governing Body” (article 10(3)), which include preparing documents for the Governing Body at its request.

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			<u><i>Programme and Budget proposals</i></u> The distribution of responsibilities between the Governing Body and the Office applies to the programme and budget proposals presented by the Director-General. In addition to the general consideration arising from the respective constitutional mandate of the Governing Body and the Director-General, there are specific considerations arising from the distribution of responsibilities between these two constitutional organs in relation to budgetary matters. The drawing up and adoption of the Programme and Budget is subject to the ILO Financial Regulations, as approved by the Conference. The Director-General is mandated by the Conference to prepare, for each financial period, “programme and budget proposals containing estimates of the income and expenditure of the Organization” (article 2 of the Financial Regulations). Nonetheless, only the “budget estimates” are formally submitted to the Governing Body for approval (article 6(1)-(2) of the Financial Regulations). In practice, the Director-General’s Programme and Budget proposals include a draft decision for the Governing Body to recommend to the Conference the approval of the provisional “programme level” (i.e. the budget estimates detailed at the level of programmatic items) and a draft resolution (the usual format of decision by the Conference). In the course of its debate, the Governing Body may discuss the programmatic aspects of the budget, but can only amend the budget estimates as per the Financial Regulations and the draft resolution, both contained in the decision point. In practice, rather than the Governing Body amending the budget estimates themselves, the Director-General submits consolidated revised estimates, together with a revised draft decision, to the Governing Body after the debate. On occasion, the Director-General has further amended the narrative description of the Programme and Budget, including indicators, either after the approval of the Governing Body but prior to the discussion at the Conference (e.g., in 2011, 2015 and 2017) or after the approval by the Conference (e.g., in 2024). In these instances,

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			the Director-General did not modify the budget estimates as approved by the Governing Body. In all circumstances, as indicated by the Legal Adviser at the 347th Session (March 2023) Session of the Governing Body, “according to established practice, the Office occasionally prepared a revised version of a document under discussion to facilitate achievement of a consensus, when there were clear signs that a consensus could be reached with specific modifications.” Accordingly, if a consensus emerges at the present Session of the Governing Body on the text related to the grounds of discrimination under Output 5.1 in the Director-General’s Programme and Budget Proposals for 2026-27, it would be open for the Director-General to amend the narrative of his proposals to facilitate the adoption of the Governing Body’s decision by consensus.
	Niger	Request information concerning international human right treaties or labour rights instruments that include SOGI.	<u><i>International human rights treaties</i></u> There is currently no international human right treaty explicitly referring to sexual orientation and gender identity as prohibited grounds of discrimination. Under article 2(2) of the International Covenant on Economic, Social and Cultural Rights (the “Covenant”), ratified by 173 States: The States Parties to the present Covenant undertake to guarantee that the rights enunciated in the present Covenant will be exercised without discrimination of any kind as to race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status. The treaty-body in charge of monitoring the implementation of the Covenant - the Committee on Economic, Social and Cultural Rights (CESCR) - has stated that “the inclusion of «other status» [in article 2(2)] indicates that this list is not exhaustive”

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			and that such “other status” includes sexual orientation and gender identity (General comment No. 20 (2009), paras 15 and 32). With respect to the right to just and favourable conditions of work (article 7 of the Covenant), the CESCR has “reiterate[d] that equality applies to all workers without distinction based on [...] sexual orientation, gender identity or any other ground” and has stated that the “core obligation to ensure the satisfaction of, at the very least, minimum essential levels of the right to just and favourable conditions of work” includes the requirement that States parties “(a) [g]uarantee through law the exercise of the right without discrimination of any kind as to [...] sexual orientation, gender identity [...]”, (General comment No. 23 (2016), paras 11 and 65). General comments published by human rights treaty bodies constitute authoritative guidance on the provisions of the relevant treaties (HRI/MC/2015/4, para. 1). <u>International labour standards</u> With respect to the international labour standards, paragraph 9 of the Private Employment Agencies Recommendation, 1997 (No. 188), paragraph 14 (e) of the HIV and AIDS Recommendation, 2010 (No. 200) and paragraph 7 (f) of the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), refer explicitly to sexual orientation as a ground of discrimination. The Discrimination (Employment and Occupation) Convention, 1958 (No. 111), ratified by 175 Member States, addresses discrimination in the field of employment and occupation. Under Article 1(1) for the purposes of this fundamental Convention the term discrimination includes: <i>(a) “any distinction, exclusion or preference made on the basis of race, colour, sex, religion, political opinion, national extraction or social origin, which has the effect of nullifying or impairing equality of opportunity or treatment in employment or occupation;</i>

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			<i>b) such other distinction, exclusion or preference which has the effect of nullifying or impairing equality of opportunity or treatment in employment or occupation as may be determined by the Member concerned after consultation with representative employers' and workers' organisations, where such exist, and with other appropriate bodies".</i> In its 2023 General Survey, the Committee of Experts on the Application of Conventions and Recommendations (CEACR) "noted a clear trend towards the inclusion in national legislation and policies of additional prohibited grounds of discrimination, including sexual orientation and gender identity, in accordance with Article 1(1)(b) of the Convention" (para. 103). It further noted that "the legislation in some countries explicitly covers both sexual orientation and gender identity as prohibited grounds of discrimination. In others, only discrimination based on sexual orientation is covered. Protection against such discrimination has sometimes been elevated to the constitutional level" (para. 105). The Committee has also expressed views, under Article 1(1)(a), on the measures taken in several countries with regard to discrimination based on sexual orientation and gender identity (para. 103 and footnote no. 261). Different statements were made on the views expressed by the CEACR at the Committee on the Application of Standards during the 111th Session (2023) of the International Labour Conference (for detailed discussions see, ILC, 111th Session, 2023, Report of the Committee on the Application of Standards, Record of Proceedings, pp. 5-51). More recently, in its 2025 Report, the CEACR commented, under Article 1 of the Convention, on national legislation recognizing sexual orientation as a ground for discrimination (p. 647).
	Africa Group, Arab Group, Niger	Question why the Office changed the language that was included in the document submitted for informal consultations in August 2024.	The note prepared by the Office for the informal consultations with Governing Body Members on the Programme proposals for 2026-27 was circulated on 8 August 2024. In line with previous practice, the note did not contain the full Preview report to be submitted to the Governing Body and paragraph 4 of the note specified that "[t]he proposed outcomes, outputs and deliverables of the programme for 2026-27

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			included in this document will be finalized based on an ongoing Office-wide peer review process and the guidance received from the informal consultations with Governing Body members.” This message was reiterated by the Office during the informal consultation meeting held with the Government Group on 22 August 20024, as well as during the separate meetings held with representatives from the Employers’ and Workers’ Groups on 26 August 2024. On that occasion, the Office further clarified that the Preview of the Programme and Budget proposals for 2026-27, to be examined by the Governing Body at its Session in November 2024, would include more information on the rationale and strategy for each outcome and output. During the informal consultation meetings, many Governing Body Members expressed appreciation for the letter sent by the Director-General on 21 August 2024 to the Ambassador and Permanent Representative of Mexico, in her capacity of Chair of the Government Group, requesting her good offices to engage in informal discussions with the Government Group Members in an attempt to identify consensual language that could be incorporated in the Programme and Budget for 2026-27 to describe the work that the Office undertakes to protect persons facing discrimination based on the grounds of sexual orientation and gender identify (SOGI). They also indicated their willingness to work on finding agreed language, on the understanding that all Groups would have to agree on the text during the Governing Body discussion. During the informal consultations held with the Government Group, views concerning how the issue should be reflected in the Programme and Budget document diverged. Some Groups and Members (GRULAC, EU, Germany, United States) indicated that the text should be specific on the grounds of discrimination in the world of work and include references to groups most affected, as it was done in previous Programme and Budget documents. Others (Africa Group, OIC, Indonesia, Republic of Iran, Malaysia, Namibia, Russian Federation) indicated that language should be based on internationally agreed texts, and ILO activities should be based

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			on specific request for technical assistance, in conformity with national laws and customs of Member States. In the follow-up to the consultations, some Government Group Members reiterated their position in their written submission to the Office. In view of the diversified views expressed by Government Group Members during the informal consultations, the Director-General decided to reflect in the Preview document the text that was voted on and approved by the Governing Body during the discussion of the Programme and Budget proposals for 2024-25 in March 2023. A footnote was added (Subject to the language to be agreed upon through the ongoing consultations within the Governing Body Government Group) in recognition of the consultation process that was still underway at the time when the Preview document was published.
	Workers, Employers	Protection of workers and enterprises.	The Director-General provided an answer to similar comments from the Workers' and the Employer's Groups raised during the debate of the Preview of the Programme and Budget proposals for 2026-27. Please see paragraph 1311 in the minutes of the 352nd Session of the Governing Body.

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Budgetary issues			
Budget level	IMEC, ASPAG, Japan, United States, United Kingdom, Cuba	Call for zero nominal growth .	The Office looked at different ways to absorb the projected cost increases and to fund the PSEA and IAO positions within the current nominal budget level. To achieve this, the Office proposes to remove the five positions in the priority action programmes that had been requested as programmatic increase, and to initiate a temporary recruitment freeze of some 11 months for 40 anticipated retirements over the course of the biennium. With these adjustments and excluding the additional cost of the relocation of the ILC, the adjusted budget is proposed with a programmatic decrease of some USD 3.8 million to arrive at zero nominal growth.
Cost increases	IMEC, GRULAC, Japan, United Kingdom, Mexico	Request identification of further savings and a reduction of the budget, especially related to the organization of the ILC in PALEXPO. In this regard, provide: - breakdown of costs; - information on potential alternatives; - clarification about what happens to the unused funding amount allocated for this purpose in the current biennium.	In addition, the office has again re-evaluated the potential for reduction of the cost increases associated with the hosting of the ILC. To achieve further reductions, it is proposed to hold the ILC at three different venues in 2026 and 2027 while maintaining the participation of full delegations. This would mean that the General Affairs Committee and the Committee on the Application of Standards would take place in the ILO, the plenary and high-level event at the Palais des Nations, and the three technical committees at the Palexpo convention centre. This would make use of existing facilities offered by the convention centre without significant additional construction and adaptation costs. Compared to the initial proposal of holding both sessions exclusively at the Palexpo convention centre, the above option allows for a reduction of Palexpo cost increases by approximately US\$5.7 million. It however also introduces constraints related to selection of ILC dates, associated transportation and security, as well as necessitates adjustments to the ILC daily schedule. Arrangements will be put in place to transport delegates between the different meeting venues. The table below summarizes the revised cost increases required to hold the ILC sessions and how they are proposed to be reduced.

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Strategic resource allocation	China	Request explanation about the reduction of regular budget allocations for policy outcome 3 on employment.	The reason for the reduction is that some of the resources related to the promotion of digitalization of skills systems and employment services have been reoriented towards policy outcome 8. Resources allocated to the Office's work on employment, however, will not decrease, as these issues will continue to be addressed under the new outcome 8 (for example, skills for the digital economy or digital employment services).
	Employers	Request maintaining the level of funding for work on statistics .	The budget for the Department of Statistics in constant US dollars is maintained at the same level (US\$15.9 million). The proposed budget for the Department in 2026-27, considering cost increase, is US\$16.1 million (see information annex 2).
Format of presenting the resource allocation	Africa group	Request for information on resource allocation per outcome area and per region .	The presentation of the strategic budget in the ILO at the higher (global) level provides the Office with the necessary agility to manage the budget considering developments during implementation and is in line with guidance received from the GB on previous occasions, requesting the Office to adhere to results-based management principles with a view to facilitating its governance role thereon (i.e., to provide strategic direction on the allocation of the resources entrusted to the Organization). It is also a prevailing practice in most of the UN agencies in presenting their strategic resource allocation following the results-based principles. The strategic budget at the outcome level is constructed by linking the operational budget allocated to departments and regions to the P&B outputs, which represent a more detailed specification of the Office deliverables (see the strategic distribution of resources allocated to the regions at the end of this document). It should also be noted that the ILO is different from some other UN entities like IOM and UNHCR which are based on field operation.

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Redeployment of efficiency gains/savings	Employers, Africa Group, Arab Group, IMEC, UK, Sudan	Concern about reallocation of resources (\$1.1 million) for the Secretariat of the Global Coalition for Social Justice , contrary to previous assurances that there would be no financial implications for the regular budget.	During the informal consultations held in 2023, several models for secretariat support to the Global Coalition for Social Justice were discussed and it was decided that the ILO will provide secretariat services to the Coalition. At the 349th Session of the Governing Body, the Office indicated that the ILO would provide secretariat services to the Coalition funded through a combination of regular budget resources and the mobilization of extra-budgetary resources. The proposed budget for 2026-27 reflects the existing structure and is intended to ensure ILO's leadership and that essential capacity is available for the effective operation of the Secretariat. Leveraging ongoing experience, the Office will continue its efforts to strengthen the Secretariat's capabilities by securing time-bound secondments or equivalent arrangements funded by partners of the Coalition.
	IMEC, UK	The two new positions on prevention of sexual exploitation and abuse and forensics investigation are mission critical and should be covered from cost savings.	The two positions are included within the adjusted budget.
	Africa Group, Arab Group, Sudan	Concern on the use of efficiency gains for the creation of additional positions at HQ, specifically the redeployment of US\$3million towards creation of nine additional professional posts .	The creation of nine additional professional positions at HQ will improve the Office's responsiveness and efficiency in support of official meetings, partnerships and operations. This has been achieved through the redeployment of resources from administrative and support services and does not imply an increase in the budget of HQ departments.

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	Workers	Request clarifications and further details in relation to the distribution of the reallocation of US\$6 million to the regions.	These resources were reprogrammed, primarily within existing levels of allocated regional budgets, to cover several priorities including: • the establishment of new technical positions to increase field capacity in regional priority areas such formalization (Africa), social dialogue and industrial relations (Americas), research and employment (Asia and the Pacific) and communications and operations (Europe and Central Asia).; • the support to two regional meetings (under part I of the budget); • other local staff costs and non-staff costs for several programmatic needs.

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Risk management, XBDC level and XBDC distribution	Employers	Clarification is needed on how the Office would handle situations where changing priorities and requirements may undermine the ILO's constitutional values and principles. The risk register needs to be revisited to better prepare for the challenges to ILO constitutional values as well as changes in the level of resources to be expected, particularly voluntary contributions.	This is well noted. The strategic risk register will be reviewed and updated during implementation. The ILO will continue to uphold its constitutional values and principles and work with tripartite constituents in all Member States to promote them.
	Employers, GRULAC	What contingencies or mitigation measures does the office foresee to ensure that the P&B can be delivered in full if the XBDC mobilized is not sufficient? How will the office ensure full delivery of these commitments considering the uncertainty?	When estimating the XBDC expenditure, the Office adopted a “prudent” approach based on available information and analyses indicating potential global reduction of international cooperation flows. The estimated \$623 million in expenditure is 4% higher than the estimates for 2024-25 but remains approximately 20% lower than the real expenditure in 2022-23 (over \$775 million), and 15% lower than the expected expenditure for 2024-25 (currently, about \$720 million). The Office will continue to monitor the situation and will take corrective action as needed. Should a significant reduction of XBDC occur, some specific targets in the most affected policy areas and regions might not be fully met. In early 2026, more detailed risk mitigation plans will be developed for each unit to address potential challenges, based on the risks outlined in the Risk Register.
	Workers	Request information about the distribution of XBDC and explanation	The ILO's resource mobilization strategy is based on the priorities established in the Programme and Budget, responding to constituents' needs in Member States and

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		of increase in the estimated XBDC expenditure for outcome 4 and decrease for outcome 5.	globally. However, the geographic and thematic allocation of XBDC resources is in most cases determined through a dialogue between the Office and the funding partner (the donor).
	ASPAG	Request explanation of geographical imbalances in XBDC distribution.	The information presented in the P&B is an estimate based on an analysis of global and regional international cooperation funding flows, both in general and channelled through the ILO, while also considering resource mobilization targets.
	GRULAC	What would be the resource mobilization strategy for policy outcome 5?	The estimated increase of resources for Policy Outcome 4 is based on the resource mobilization trajectory of several biennia and the interest of some funding partners to support some well-established ILO programmes in this area. The lower estimate of XBDC for Asia and Pacific is mainly due to the decrease in ODA funds towards the region since 2022, combined with an increase allocation of international cooperation resources to crisis response in detriment of development financing. Many countries in the region have grown to middle-income status and experiencing narrower access to ODA. The estimated decrease for policy outcome 5 is also based on an analysis of trends, both for and beyond the ILO, reflecting lack of interest of donors in investing in this area. This is a serious concern for the Office, so resource mobilization efforts will have to be strengthened. The strategy will be based on the priorities established in policy outcome 5 and in Decent Work Country Programmes.
SOGI language			
	Africa Group, Arab Group, OIC (except Albania),	Request the deletion of references to SOGI from the document as a condition for approving the decision point.	The Office looks forward to the results of the ongoing consultations with the aim to find a consensual agreement on this topic.

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	Bangladesh, Iran, Russia		
	Brunei, Malaysia, Indonesia	Do not agree with the inclusion of SOGI and calls for constructive dialogue .	
	Russian Federation	Supports not to include SOGI and including a footnote in the P&B text with an appropriate explanation.	
	United States	It is U.S. policy to recognize two sexes, male and female , and not to promote gender ideology. The government supports the ILO's continued work to promote equality between men and women in the workplace, in line with international labour standards, as well as its efforts to disaggregate data on programme participation by sex (male and female)	
	GRULAC, EU, Nordic governments., Barbados, Colombia, Mexico, group of countries	Request to keep the references to SOGI , as equality and non-discrimination of all people is a foundational value of the ILO, and because this is the text that has been voted in the last P&B, among other reasons.	

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Outcome-specific issues			
Policy outcome 1	Africa Group	Request more information related to paragraph 81 bullet 3: "facilitate regional consultations and knowledge-sharing on all standard-related matters on request". How can these requests be made?	The request for a standard-related consultation should be addressed to the Regional Office concerned or to the appropriate Country Office. If the request comes from Employers' or Workers' Organizations, it should be channelled through the respective Bureaux. Regional meetings may provide a good opportunity for such consultations.
Policy outcome 2	Employers	Request the continuation of the dedicated programme for workers and employers funded with RBSA .	The request is well noted. Based on results achieved by this programme, which will be reflected in the Implementation Report for 2024-25, the Office will assess opportunities to continue funding this initiative.
Policy outcomes 3 and 4	ASPAG	Request to reinstate wording on the Global Accelerator and strengthening international partnerships in global-level efforts in outputs 3.1 and 4.1.	Some text included in the preview was deleted to avoid repetitions, as requested by several GB members during the discussion of the Preview. This concerns especially references to the Global Coalition, the Global Accelerator and partnerships. This is the case for outputs 3.1 and 4.1.
Policy outcome 6	Employers	Social solidarity economy is mentioned as part of the specific groups which require tailored OSH interventions, but neither the 2021 ILC resolution on SSE and the ILO OSH strategy refers to specific work on OSH. Given the real needs of the private sector, ILO's efforts should remain focused.	The reference to the social and solidarity economy (SSE) under output 6.1 on occupational safety and health (OSH) builds on the ILC's Resolution concerning decent work and the SSE of 2022, which refers to tripartite commitment to "a safe and healthy working environment as a fundamental right" (para. 11), and calls on the Office to "support ILO constituents in pursuing the work on an enabling environment for sustainable enterprises and developing a conducive environment for SSE entities, to tackle legal and institutional barriers, including through the elaboration of policy frameworks on [...] a safe and healthy working environment [...]." (para. 16(a)).

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Policy outcome 8	Employers, Workers	Request clarifications on the development and governance of the ILO Observatory on AI and Work in the Digital Economy.	The ILO Observatory on AI and Work in the Digital Economy is a platform established on the ILO website to support constituents' access to ILO research and policy insights on different dimensions of the digital economy, including generative AI, algorithmic management, digital labour platforms, skills and data privacy. Work on the Observatory is coordinated by the Office of the Deputy Director-General and the Research Department, through an office-wide task force including the regions, ACTRAV, ACT/EMP and technical departments at HQ. The coverage of topics and applications in the Observatory will be enhanced with a policy tracker expected in the coming months.
Policy coherence outcome 9	Employers	Request reassurances that the Global Coalition for Social Justice will not become a separate entity to the ILO and that it will serve to enhance its work, especially at country level. Request clarification about accountability of the Coalition's expected role in the follow up to the World Social Summit, as there are no specific indicators in the results framework	The Office fully agrees that the Global Coalition for Social Justice is intended to enhance policy coherence and action across policy outcomes. From the outset, it has been positioned as an ILO-led initiative that strengthens and supports the Organization's mandate, rather than functioning as a separate entity. As rightly noted by the Employers' Group, social justice central to the ILO's constitutional mandate and is pursued through its established means of action. The Coalition has been designed as a platform to support and amplify efforts for social justice in alignment with the ILO's mandate. Achieving broad recognition of this mandate is essential for making meaningful progress.

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	Workers	Request clarifications on the allocation of resources for issues related to the priority action programmes covered under policy coherence outcome 9 (transition to formal economy, environmental transitions).	The regular budget allocation for policy outcome 9, as explained in paragraph 62, only includes resources for the coordination and the promotion of policy coherence in the areas covered by the five outputs. Other allocations for developing specific initiatives related to the policy areas addressed by the priority action programmes are included under specific outcomes: • for a just transition, resources are included under outcomes 3, 4 and 7; • for formalization, resources are included under outcomes 3, 4 and 6 (for domestic work and informal workers in formal enterprises); • for supply chains, resources are included under outcomes 1 and 4; • for crisis prevention, resources are included under outcome 3.
	Workers, ASPAG	Request further information on know how and when the evaluation of the Action Programmes is going to happen.	As indicated in paragraph 226, the mid-term review of the implementation of the Action Programmes is planned for 2026, so that its findings can feed into the development of the Programme and Budget proposals for 2028-29. The specific modality of this review is still under discussion.
	China	Request explanation of the coordination mechanism between the various outputs under outcome 9, and between this outcome and the policy outcomes , to avoid overlaps and ensure the effective allocation and efficient use of resources.	The policy coherence outcome is designed to achieve increased coordination and synergies across the policy outcomes, and to generate more impactful and sustainable results. This will be ensured by the development of an outcome workplan supervised by Outcome Coordination Team in charge of implementing the strategy.

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Enabling outcome A	Workers	In relation to knowledge management, reiterated the priority to have regular information on collective bargaining and wages and requested an explanation about the reorganization of the flagship reports .	The Office undertook an exercise to consolidate the ILO's knowledge products, in particular the Flagship Reports, for enhanced visibility and impact. The Office also sought to identify efficiency gains and improve the dissemination of these knowledge products. The Flagship reports will be consolidated under one identifiable brand, with improved planning, scheduling, dissemination and regular updates. Knowledge products will be tailored to ensure that constituents receive regular, timely and digestible information. For example, there will be updates on wages and collective bargaining in 2026 and 2027, respectively. The rebranding will be operationalized through a consultative process involving ACTRAV and ACT/EMP and will be validated with constituents to ensure that the Office provides the knowledge products that are required in the most appropriate form.
	Workers	Request clarification on the focus of institutional capacity of EMBOs and workers organizations to engage in evidence-based policy making.	Concerning capacity development initiatives for social partners organizations mentioned in paragraph 33 and enabling output A.5, the focus will be on the thematic areas prioritized under each of the policy outcomes. This includes freedom of association and the right to collective bargaining, among other topics.
	Workers	Request further information about what the office means by " innovative partnerships ".	Innovative partnerships involve both establishing new types of collaborations and adopting different approaches to existing ones. One example is knowledge partnerships. A notable case comes from Egypt, where the ILO successfully brought together three major funding partners—from the US, EU, and Germany—to utilize its proven "Know About Business" (KAB) tool instead of developing competing alternatives. This collaboration enabled approximately 1.5 million young people annually, across 2,000 schools, to receive training using the ILO tool. By scaling up existing tools through external partners, the ILO introduced a new partnership model that complements its support to the constituents. The innovation lies in how

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			the ILO leverages its own tools at scale through strategic partnerships, enhancing its existing collaboration framework.
	Employers	Require information on how the output A.4 will contribute to filling gaps in funding to support constituents' needs and priorities , and not just focus on coordination.	The ILO's approach to development cooperation, summarized in output A.4 and to be further developed in the DC strategy, aims at strengthening the capacity of the constituents in the areas prioritized by the Programme and Budget through the reinforcement of partnerships and alliances and the mobilization of resources, Output A.4 is not only about coordination. The first deliverable mentioned in the strategy refers specifically to the mobilization of resources – technical, knowledge and financial – for ILO priorities. These resources will therefore contribute to address constituents' needs and priorities as established in the Programme and Budget and in Decent Work Country Programmes, filling funding gaps.
	Employers	The Office should commit to act on all the findings of the High-level DC Evaluation , including developing a clear vision and purpose of DC, and not only in relation to the partnerships or resource mobilization as outlined in the strategy.	The Office is committed to follow up on all the high-level evaluation recommendations. The formulation of a new development cooperation strategy will include a clear vision and purpose of DC.
Enabling outcome C	Workers	Request clarifications on the new space management measures in relation to office space, teleworking and redeployment of staff.	The Office will review space management policies (paragraph 23 and output C.1), in consultation with the Staff Union, to identify further potential efficiency gains, especially in relation to the HQ building. This may come from rental and/or from charging a fee to development cooperation projects, among other potential measures that will be considered.
	IMEC	Request an overview of how the current ILO staffing ratios compare with other UN agencies, noting the	Data comparing the composition and structure of staff across UN agencies is made available publicly by the International Civil Service Commission (see report A/79/30)

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		Human Resources Strategy for 2026-29 will provide more detail in due course.	referenced in GB.353/PFA/INF/8). The requested information will be submitted to the GB session in November 2025.
	ASPAG	Request a concrete roadmap with clear actions and timelines for achieving a fair and equitable geographical distribution of staff , to be integrated into the P&B and the new HR Strategy, with a stand-alone output under Enabling Outcome B.	These comments will be considered for the preparation of the new Human Resources strategy, which will include measures to increase in the representation at the ILO and to review language requirements, building on previous initiatives in that area, as well as specific actions, goals and indicators to increase employee diversity.
	China	The current draft lacks goals and measures to promote employee diversity and address under-representation . We hope that the Secretariat will add relevant content to the specific deliverables of output C.3 with clear targets.	

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Results framework: Indicators and targets			
Indicators	ASPAG	Request information on why the means of verification and baseline of the outcome indicator on migration costs (policy outcome 6) have not been determined yet.	Indicator 10.7.1 on recruitment costs is included in the framework because it is an SDG indicator under ILO's custodianship. This was just confirmed in an indicators' refinement process carried out by the UN in 2025. The ILO, through the STATISTICS Department, has developed the methodology to measure the indicator, published practical guidance, and provided technical advice to some countries. However, reporting on this indicator requires major investments in national specialized migration surveys. As a result, very few countries have reported officially data on this indicator. As a complement, the ILO is looking at developing an indicator to monitor progress in relevant legislation and policies to regulate and eliminate migrant recruitment costs. This may solve the issue of including an indicator with no date in the framework soon.
	IMEC	Request information about the elimination of two indicators from the P&B 2024-25 on measures for the care workforce.	The proposed indicator 5.2.1 (policies and systems for the care economy) merges current indicators 5.2.1 and 5.2.2. The updated results and measurement framework will explain the specific results that are expected to be achieved. Current indicator 5.2.3 (number of care workers covered) has not been maintained because this information will be captured by the new system to track and record information on direct and indirect beneficiaries of the ILO's work mentioned in appendix II of GB.353/PFA/1.

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Targets	ASPAG	Question why the number of ASPAG countries included in targets 3.2.1 and 3.2.3 (skills) has decreased.	Targets are set considering multiple factors, at the country, regional and global levels, notably: • requests for assistance made by ILO constituents; • country-level political and institutional conditions; • baseline data and past performance; • recent progress in the policy area and reform timelines; • external factors and risks; • existing ILO interventions; and • expected availability of human and financial resources. The preliminary targets presented in the Programme and Budget proposals have been set one year ahead of the 2026-27 biennium and will be updated at the start of the biennium based on achievements. The reduction of targets for indicators 3.2.1 and 3.2.3 in Asia and the Pacific and the small reduction of the target for indicator 6.4.1 in Latin America and the Caribbean respond to some of the contextual factors referenced above. This should not be interpreted as a reduction of the importance of skills and lifelong learning and labour migration, respectively. The ILO remains committed to supporting the constituents and to sustaining resource mobilization efforts in these policy areas.
	GRULAC	Request clarification about the decrease of targets for output 6.4 (labour migration) in the Americas,	
	ASPAG	Question why 7 out of 12 targets for policy coherence outcome 9 remain undetermined.	The Office is still working to develop methodological notes for the new output indicators under policy coherence outcome 9, including measurement criteria. This is a prerequisite for the establishment of the targets. Both the methodology and the targets will be included in the updated results and measurement framework to be prepared at the start of the biennium. In line with previous practice, this document will be made available on the Governing Body webpage.

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Other comments / observations			
The Office has taken good note of many other issues raised. These will be considered in the implementation of the P&B 2026-27 and the preparation of future P&B documents. These are, among others: • regional priorities (Workers, Employers) and enhanced support to regional labour administration centres (Africa); • priority areas within the strategy of the policy outcomes (Workers, Employers, several Governments); • resources to ILO core mandate of normative work and social dialogue (IMEC, Workers, Employers), and employment and sustainable enterprises (ASPAG, China, Bangladesh); and • avoiding duplication of outcome 9 and other policy outcomes (Employers, Workers and China).			

Strategic distribution of regular budget resources allocated to regional programmes and extrabudgetary development cooperation expenditure estimates by region (March 2025)

(Note: RB = Regular budget in US\$ million – XBDC = estimated extrabudgetary development cooperation expenditure in US\$ million)

	Africa		Americas		Arab States		Asia and the Pacific		Europe and Central Asia	
	RB	XBDC	RB	XBDC	RB	XBDC	RB	XBDC	RB	XBDC
Outcome 1: Strong, modernized normative action for social justice	11.4	33.6	9.3	23.1	3.3	5.5	18.3	21.5	4.2	18.5
Output 1.1. Increased capacity of Member States to ratify international labour standards	3.0	0.5	1.6	0.5	1.3	0.5	4.2	2.5	0.7	1.0
Output 1.2. Increased capacity of the constituents to drive the effective application of international labour standards by Member States	1.7	2.5	2.9	2.0	0.4	2.5	3.3	3.5	1.0	1.3
Output 1.3. Increased capacity of the constituents, partners and stakeholders to engage in normative action	2.7	3.0	1.2	2.4	0.4	0.5	2.4	2.0	0.9	1.0
Output 1.4. Increased capacity of the constituents to advance the effective respect, promotion and realization of the fundamental principles and rights at work	3.0	27.4	2.7	18.0	1.2	1.8	7.9	13.3	1.5	15.0
Output 1.5. Increased capacity of the constituents to implement sectoral international labour standards, codes of practice, guidelines and tools	1.0	0.2	0.9	0.2	0.0	0.2	0.5	0.2	0.1	0.2
Outcome 2: Strong, representative and influential tripartite constituents, effective social dialogue and good governance of labour markets	14.3	2.5	18.7	3.0	3.0	2.1	16.3	14.5	6.1	2.5
Output 2.1. Increased institutional capacity of employer and business membership organizations to be strong, independent and representative	5.2	0.5	6.4	0.5	1.3	0.4	4.6	0.8	2.0	0.3
Output 2.2. Increased institutional, technical, representational and policy impact capacities of workers' organizations	5.2	0.5	6.0	0.5	1.1	0.4	4.9	0.8	1.8	0.3
Output 2.3. Increased capacity of Member States to make social dialogue more influential and labour relations and labour justice institutions and processes more effective	2.4	1.0	3.3	1.0	0.4	0.3	4.0	8.7	1.0	0.6
Output 2.4. Increased institutional capacity of labour administration and labour inspection systems, and enhanced national regulatory frameworks for the good governance of work	1.5	0.5	3.0	1.0	0.2	1.0	2.8	4.2	1.3	1.3
Outcome 3: Full and productive employment as a pathway for social justice	20.2	71.7	13.2	4.9	5.2	40.3	14.6	46.0	6.2	9.8
Output 3.1. Increased capacity of Member States to develop and implement comprehensive employment policy frameworks and to mainstream employment into economic and investment policies	4.5	15.0	2.3	0.5	1.5	1.5	4.9	5.0	0.9	0.7
Output 3.2. Increased capacity of Member States to develop inclusive, sustainable and resilient skills and lifelong learning systems	6.2	16.4	5.7	2.3	2.2	14.2	6.5	21.1	3.2	2.7
Output 3.3. Increased capacity of Member States to formulate and implement policies and strategies for creating decent work in rural areas	2.0	11.4	2.0	0.9	0.1	5.8	0.5	12.8	0.5	0.6

	Africa		Americas		Arab States		Asia and the Pacific		Europe and Central Asia	
	RB	XBDC	RB	XBDC	RB	XBDC	RB	XBDC	RB	XBDC
Output 3.4. Increased capacity of Member States to develop and implement effective and efficient labour market programmes and services to support transitions, including through employment-intensive investment programmes	4.3	11.9	1.3	0.8	0.8	17.3	1.4	4.8	1.1	4.8
Output 3.5. Increased capacity of Member States to promote decent work for youth	3.2	17.0	1.9	0.4	0.6	1.5	1.3	2.3	0.5	1.0
Outcome 4: Sustainable enterprises, competitiveness and productivity growth for decent work	9.9	36.5	8.5	3.2	1.6	15.4	7.3	12.4	3.0	0.4
Output 4.1. Increased capacity of the constituents to design, implement and monitor integrated policy frameworks for a conducive environment for sustainable enterprises	2.6	1.0	3.3	0.2	0.3	2.1	1.2	3.7	1.4	0.0
Output 4.2. Increased capacity of the constituents to promote and support responsible business conduct to advance sustainable enterprises and decent work, including in supply chains	2.1	0.3	0.6	0.7	0.4	1.6	2.3	2.3	0.3	0.2
Output 4.3. Increased capacity of the constituents to facilitate the access of enterprises to business development and financial services, enhancing their sustainability and competitiveness for decent work	2.1	32.5	2.1	1.4	0.3	4.1	1.3	3.7	1.0	0.0
Output 4.4. Increased capacity of the constituents to facilitate the transition of enterprises to the formal economy	1.8	1.9	1.6	0.2	0.4	3.1	1.3	2.2	0.2	0.2
Output 4.5. Increased capacity of the constituents to promote a strong and resilient social and solidarity economy for decent work	1.3	0.8	0.9	0.7	0.2	4.5	1.2	0.5	0.1	0.0
Outcome 5: Gender equality and equality of treatment and opportunities for all	8.5	3.9	4.1	3.6	1.5	2.3	3.6	1.4	3.5	2.6
Output 5.1. Increased capacity of Member States to design and implement a transformative agenda for gender equality, non-discrimination and inclusion	4.2	2.9	2.3	2.0	0.5	0.3	2.1	1.0	1.1	1.0
Output 5.2. Increased capacity of the constituents to advance decent work in and through the care economy	1.1	0.5	1.0	1.0	0.7	1.0	0.9	0.2	1.5	1.0
Output 5.3. Increased capacity of the constituents to prevent and address violence and harassment at work	3.2	0.5	0.8	0.6	0.3	1.0	0.6	0.2	0.9	0.6
Outcome 6: Protection at work for all	9.9	25.0	7.4	10.2	2.6	4.2	9.2	26.9	1.1	17.8
Output 6.1. Increased capacity of the constituents to effectively realize safe and healthy working environments	3.3	4.0	2.7	5.5	0.7	2.0	3.2	10.9	0.5	1.8
Output 6.2. Increased capacity of Member States to set adequate wages and promote decent working time	1.3	2.0	0.9	0.0	0.4	0.5	2.2	1.0	0.2	0.5
Output 6.3. Increased capacity of Member States to extend labour protection to workers at high risk of being excluded from adequate protection	1.4	2.5	0.6	0.5	0.7	0.2	1.4	1.0	0.2	0.5
Output 6.4. Increased capacity of Member States to strengthen and implement fair and effective frameworks to govern labour migration	3.9	16.5	3.2	4.2	0.8	1.5	2.4	14	0.2	15.0
Outcome 7: Universal social protection	8.8	14.1	5.6	6.0	2.9	19.7	5.4	14.8	3.7	3.4

	Africa		Americas		Arab States		Asia and the Pacific		Europe and Central Asia	
	RB	XBDC	RB	XBDC	RB	XBDC	RB	XBDC	RB	XBDC
Output 7.1. Increased capacity of Member States to develop social protection policies, strategies and legal frameworks that are sustainable, effective, inclusive and gender-responsive	3.6	7.0	1.9	2.5	2.1	6.0	2.3	5.0	1.1	1.0
Output 7.2. Increased capacity of Member States to strengthen social protection systems and ensure sustainable and adequate financing and sound governance	2.7	5.0	2.3	2.5	0.6	1.7	1.5	4.0	0.8	2.0
Output 7.3. Increased capacity of Member States to use integrated policies to harness social protection for inclusive life and work transitions and structural transformations	2.5	2.1	1.4	1.0	0.2	12.0	1.6	5.8	1.8	0.4
Outcome 8: Digitalization for decent work and social justice	2.4	1.2	1.0	2.1	0.6	2.0	0.7	3.8	0.9	0.0
Output 8.1. Increased capacity of Member States to develop integrated policies and strategies to create decent job opportunities in the digital economy	1.2	0.6	0.3	1.2	0.6	1.0	0.5	2.5	0.6	0
Output 8.2. Increased capacity of Member States and the social partners to promote inclusive and effective governance for the digital economy	0.6	0.3	0.2	0.7	0	0.8	0.2	1.0	0.2	0
Output 8.3. Increased capacity of Member States and the social partners to take advantage of the digitalization of services for decent work	0.6	0.3	0.5	0.2	0	0.2	0.0	0.3	0.1	0
Outcome 9: Enhanced policy coherence and amplified action for social justice through decent work	0.3	2.0	0.0	2.2	0.0	2.2	0.0	2.8	0.0	0.6
Output 9.1. Improved coherence in multilateral support for the development and financing of integrated policy responses for social justice through decent work	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Output 9.2. Improved coherence in support and action to facilitate transition from the informal to the formal economy	0.3	0.0	0.0	0.5	0.0	0.0	0.0	0.3	0.0	0.0
Output 9.3. Improved coherence in support and action to facilitate just transitions towards environmentally sustainable economies and societies for all	0.0	1.0	0.0	1.2	0.0	0.7	0.0	1.0	0.0	0.6
Output 9.4. Improved coherence in support and action to advance decent work outcomes in supply chains	0.0	0.0	0.0	0.5	0.0	0.0	0.0	1.0	0.0	0.0
Output 9.5. Improved coherence in support and action to promote inclusive, peaceful, stable and resilient societies through decent work and social justice in contexts of crisis, post-crisis and fragility	0.0	1.0	0.0	0.0	0.0	1.5	0.0	0.5	0.0	0.0
Total	85.7	190.5	67.8	58.3	20.7	93.7	75.4	144.1	28.7	55.6