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# INTERACTING WITH WORKERS' ORGANIZATIONS

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# **INTERACTING WITH WORKERS' ORGANIZATIONS: A PRIMER FOR ADB STAFF**

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# Foreword

We are pleased to present this primer for reference by Asian Development Bank (ADB) colleagues who work with workers' organizations. This primer provides introductory information, summaries of relevant passages of ADB's policies and strategies, and links to information and tools. It explains how consultation with workers' organizations may be incorporated into the program and project cycle, and provides some examples of how this has been done. The aim is to contribute to successful project outcomes and enhancement of benefits to affected people.



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# Abbreviations and Acronyms

|          |   |                                                                                                                  |
|----------|---|------------------------------------------------------------------------------------------------------------------|
| ADB      | — | Asian Development Bank                                                                                           |
| BWI      | — | Building and Wood Workers International                                                                          |
| CLS      | — | core labor standards                                                                                             |
| CPS      | — | country partnership strategy                                                                                     |
| ECOSOC   | — | Economic and Social Council of the United Nations                                                                |
| FIDIC    | — | International Federation of Consulting Engineers                                                                 |
| HIV/AIDS | — | human immunodeficiency virus/acquired immunodeficiency syndrome                                                  |
| ICEM     | — | International Federation of Chemical, Energy, Mine and General Workers' Unions                                   |
| ICFTU    | — | International Confederation of Free Trade Unions                                                                 |
| IFC      | — | International Finance Corporation                                                                                |
| IFI      | — | international financial institution                                                                              |
| IFJ      | — | International Federation of Journalists                                                                          |
| ILO      | — | International Labour Organization                                                                                |
| IMF      | — | International Metalworkers Federation                                                                            |
| IPSA     | — | initial poverty and social assessment                                                                            |
| ITF      | — | International Transport Workers Federation                                                                       |
| ITGLWF   | — | International Textile, Garment, & Leather Workers' Federation                                                    |
| ITUC     | — | International Trade Union Confederation                                                                          |
| ITUC-AP  | — | International Trade Union Confederation Asia-Pacific                                                             |
| IUF      | — | International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations |
| NGO      | — | nongovernment organization                                                                                       |
| OECD     | — | Organisation for Economic Co-operation and Development                                                           |
| OM       | — | <i>Operations Manual</i>                                                                                         |
| PPTA     | — | project preparatory technical assistance                                                                         |
| PSE      | — | public service enterprise                                                                                        |
| PSI      | — | Public Services International                                                                                    |
| TWARO    | — | Textile, Garment, and Leather Workers' Federation-Asia                                                           |
| UNESCO   | — | United Nations Educational, Scientific and Cultural Organization                                                 |

|      |   |                                  |
|------|---|----------------------------------|
| UNI  | — | Union Network International      |
| VRS  | — | voluntary retirement scheme      |
| WCL  | — | World Confederation of Labor     |
| WFTU | — | World Federation of Trade Unions |

#### NOTE

The symbol "\$" indicates the United States dollar unless otherwise indicated.

# Purpose

Interactions with workers' organizations are increasing in the work of the Asian Development Bank (ADB). For example, ADB projects involved more consultations with workers' organizations in 2007 and 2008 than in past years.

Historically, interaction with workers' organizations in ADB's projects and programs has been considered the government's or borrower's responsibility. That remains largely true, with ADB monitoring the results. However, recent increases in both direct and indirect contacts with workers' organizations signal that ADB staff members need to increase their awareness of the roles workers' organizations take both in general and in ADB's work. Workers' organizations play an essential role in promoting good working conditions and raising awareness on employment issues. Workers' organizations can function as checks and balances on both public and corporate governance, and have active input into public economic decision-making, such as decent work. Areas of common interest to ADB and workers' organizations include reducing poverty and promoting employment-generating growth, social protection systems, labor standards, transparency, and the status of women. Workers' organizations are most likely to be involved in projects pertaining to infrastructure, the labor market, restructuring and reorganization, and education and training.

This primer aims to

- (i) supply general information on workers' organizations;
- (ii) provide ADB staff members and other stakeholders working on projects that may involve workers' organizations with information about and references to the appropriate policies and documents, including ADB publications and other source material; and
- (iii) thereby help to improve outcomes of ADB's project activities.

To facilitate finding answers to issues that may arise, the primer presents information in a series of 17 questions (Q1–17), grouped under three headings:

- engaging with workers' organizations,
- workers' organizations and the project cycle, and
- contacting and consulting workers' organizations.

# Engaging with workers' organizations

## 1. What are the purposes and functions of workers' organizations?

**Definition.** Workers' organizations are defined as any organization of workers or of employers that aims to further and defend the interests of workers or of employers.<sup>1</sup> They include formally recognized organizations (such as public sector workers' associations; labor unions (Box 1); and trade unions, which are labor unions with a sectoral focus, although the terms "labor union" and "trade union" are often used interchangeably), and informal ones.

**Structure of labor unions.** In general, labor unions are governed by and represent their members, who pay a regular fee to enjoy the benefits of

### Box 1: Areas of interest to workers' organizations

Workers' organizations are interested in enhancing social protection through labor market improvements. Areas in which they may want to be involved include

1. labor market assessments;
2. active labor market programs, e.g., direct employment generation, labor exchanges or services, and skills development;
3. passive labor market policies, such as unemployment insurance and income support, a legislative framework that appropriately balances labor protection and economic efficiency, including core labor standards; and
4. ensuring that procurement of goods and services complies with the country's laws and the core labor standards.

Source: Ortiz (2001).

<sup>1</sup> ILO Convention 87 Article 10. Available: [www.ilo.org/ilolex/cgi-lex/convde.pl?C087](http://www.ilo.org/ilolex/cgi-lex/convde.pl?C087).

membership. Unions may organize according to profession, industry, or enterprise; grades of worker (especially in bureaucracies); and/or political philosophy. Labor unions are usually highly structured. Workers may join "local" unions, which affiliate with national ones. Sectorally based unions (e.g., metal workers, plumbers, and civil servants) may join national umbrella organizations or national centers. However, the degree of organization and influence that labor unions have varies with the country in which they operate, and among sectors. The table demonstrates some of the differences between a union and a nongovernment organization (NGO).

**Function of unions.** "Trade unions have traditionally performed three principal roles in their relations with employers, business associations, the State, and the public at large.

**Labor unions and NGOs—A comparison**

| Attribute                                                | Union | NGO    |
|----------------------------------------------------------|-------|--------|
| Has members                                              | All   | Some   |
| Members must be workers                                  | All   |        |
| Members or representatives decide                        | All   | Some   |
| Elected officers                                         | All   | Some   |
| Negotiate collective agreements                          | Most  |        |
| Handle grievances                                        | All   |        |
| Propose new, improved labor legislation                  | Most  |        |
| Take up occupational health and safety issues            | All   |        |
| Legal status                                             | Clear | Varied |
| Regulated as to:                                         |       |        |
| • Officers                                               | Most  | Most   |
| • Minimum membership                                     | Most  |        |
| • Coverage                                               | Yes   |        |
| • Election terms                                         | Most  |        |
| • Purposes                                               | Most  |        |
| • Tax status                                             | Yes   | Yes    |
| • Must lodge audited finances and report them to members | All   |        |
| Gender supportive                                        | All   | Some   |
| Take up social/community issues                          | Some  | All    |

NGO = nongovernment organization.

Source: International Labour Organization, Phil Drew.

- (i) The economic role of facilitating production and ensuring an equitable distribution of the value-added. This has been achieved mainly through collective bargaining and negotiations at enterprise level, industry/sector level or national level.
- (ii) The democratic and representative role of providing voice and identity to labour at the workplace, and in society at large. This includes:
  - (a) representing workers in individual grievance procedures;
  - (b) giving voice to labour's views on economic and social policies at all levels including enterprises; and
  - (c) promoting cooperation between capital and labour with a view to securing employment, improved working conditions and living standards consistent with sustainable growth.
- (iii) The social role of minimizing the risk of exclusion in an industrial society by:
  - (a) promoting solidarity among workers in different sectors and occupational groups;
  - (b) providing special services to members of unions; and
  - (c) serving as an anchor for broad-based social movements sharing similar values and goals" (Jose 2000).

To adapt to the changing environments in which unions operate, they have incorporated functions of promoting government legislation and regulation that facilitates their traditional roles (Jose 2000).

The degree to which workers' organizations are regulated by government varies by country. In some countries, wages and benefits are largely set by government; in others they are set by bargaining and market forces, and in some, workers' organizations are controlled by de facto government agencies.

**National and international unions.** Within each country, workers' organizations and unions may form one or more national organizations that bring them together. Almost all of the international federations and global unions have regional offices in Asia and the Pacific. National organizations may affiliate with international organizations such as the International Trade Union Confederation (ITUC) or the World Federation of Trade Unions (WFTU) and/or one or more of the global union federations that are structured according to industry sector.

International workers' organizations and labor unions, including the global unions (Appendix), and their regional offices engage in dialogue with other international organizations, including international financial institutions (IFIs). The goals include influencing policy making and resulting project design and

implementation in order to improve working conditions for members; promote freedom of association; and achieve goals such as decreasing the spread of HIV/AIDS,<sup>2</sup> removing discrimination in hiring and the workplace, preventing harmful child labor and forced labor, promoting fair trade, and addressing the impacts of globalization on labor.

**Public sector workers' organizations.** Many countries recognize freedom of association for their government employees, sometimes with restrictions varying across levels and jobs. In some countries, the restrictions include limiting association by public service workers. Associations of government and state enterprise employees may be potent forces in any privatization or restructuring program (Perez 2002).

## 2. What is social dialogue and why is it important?

The International Labour Organization (ILO)<sup>3</sup> defines social dialogue "to include all types of negotiation, consultation, or simply exchange of information between, or among, representatives of governments, employers, and workers, on issues of common interest relating to economic and social policy." Social dialogue may consist of bipartite relations between labor and management (or their organizations). Social dialogue may also be a tripartite process, with the government as an official party. Consultation can be informal, formal, or a combination of the two and can take place at the regional, national, or enterprise level. "The main goal of social dialogue itself is to promote consensus building and democratic involvement among the main stakeholders in the world of work. Successful social dialogue structures and processes have the potential to resolve important economic and social issues, encourage good governance, advance social and industrial peace and stability, and boost economic progress" (ILO 2008b).<sup>4</sup> ADB's *Staff Guide to Consultation and Participation* discusses how this may be implemented (ADB 2006g).

<sup>2</sup> Human immunodeficiency virus/acquired immunodeficiency syndrome.

<sup>3</sup> ILO is a United Nations agency that includes representation of workers and employers in its governance and operations.

<sup>4</sup> See also Ishikawa, J. 2003. *Key Features of a National Social Dialogue: A Social Dialogue Resource Book*. Geneva: ILO. pp. 1–3, 5.

Social dialogue primarily concerns collective bargaining and can occur at the workplace level, enterprise level, national level, and international level. At the enterprise level, the dispute resolution process should be agreed between labor and management, and may entail strikes and other forms of industrial action.

"The World Bank engages with trade unions in numerous ways: consultations with union members who are stakeholders in Bank projects; national consultation with unions as members of civil society; international policy dialogue on economic and social issues; research on the economic effects of collective bargaining, and training programs for both Bank staff and trade unions." The World Bank and the International Monetary Fund (IMF) maintain regular dialogue with the international labor movement (World Bank 2008). They have had joint meetings with trade unions almost annually in the last decade, focusing on issues of common interest.

The first progress report on evaluation of ADB's Social Protection Strategy notes: "Better dialogue with labor unions is an important element of the ADB [strategy]. Labor unions have an essential role in employment and good working conditions for development; ... it is [also] important that unions understand development dilemmas. A good dialogue and common understanding can bring significant benefits to all parties" (ADB 2002).

### **3. What do workers' organizations want and/or expect from engaging with ADB?**

In common with ADB, workers' organizations have serious concerns about discrimination in the workplace, freedom of association and collective bargaining, retrenchment, occupational health and safety issues such as HIV/AIDS and hazardous working conditions, and forced labor and child labor. Workers' organizations generally want to be sufficiently involved to be able to help improve the conditions for their members affected by an ADB-funded project. This may vary from retaining jobs in the face of possible retrenchment to increasing workers' wages and benefits, and improving their working conditions. Workers' organizations may seek

- more effective support for implementation and monitoring of the core labor standards (CLS—see Question 6);
- to be regarded as partners in social dialogue through all phases of project development, starting at the initial proposal stage;

- to be consulted and have their advice taken seriously at each stage, as representatives of workers on labor issues;
- to be kept informed of the progress of project design and, when a project commences, to be involved in the monitoring process;
- ADB's assurance that contracts include appropriate, practical provision for recognition of CLS; and
- ADB to ensure, when public sector reform including restructuring may be involved, that workers are not disadvantaged, quality public services result, and the efficiency and viability of public assets are assured before corporatization of privatization is considered.

#### **4. Why does ADB engage with workers' organizations?**

Workers' organizations are major stakeholders in some ADB-funded projects, and should be consulted and included to facilitate project success. ADB and workers' organizations share in common interest in reducing poverty, promoting employment-generating growth, creating and strengthening social protection systems, promoting transparency, fostering equity, and improving the status of women. Effective workers' organizations can help deter or eliminate child labor, bonded and forced labor, and gender discrimination. ADB projects and programs that may involve workers' organizations are likely to be those involving restructuring; construction, i.e., infrastructure projects; formal and informal employment; and/or skills development. Some aspects of such activities may be part of tripartite negotiations.

The degree to which stakeholders participate in and assist projects can determine their success or failure, and how well they achieve their objectives of poverty reduction and social development. In addition to being stakeholders in specific ADB investments, workers' organizations, as members of civil society, are concerned about social policy and are voices in global debates on poverty reduction and social development.

Consulting with unions can have several advantages, including

- providing a vehicle through which the voices of worker-stakeholders can be heard and reflected in project design, implementation, and monitoring;
- enabling workers to present their positions and provide policy alternatives, thereby minimizing possibilities of disputes; and

- contributing, through collective bargaining, to the poverty reduction agenda and goals (World Bank 2008).

## **5. Which workers' organizations may ADB involve in consultations?**

**Policy level.** Since initiating dialogue with ILO in 1999, ADB has increased its support for enhancing engagement with workers' organizations. ADB has a variety of exchanges with and pertaining to unions (Box 2), most significantly with the International Trade Union Confederation's Asia-Pacific Office (ITUC-AP) and Public Services International (PSI), and has exchanged ideas and information with regional representatives of Building and Wood Workers International.

**Project level.** A workers' organization that has members who could be positively or negatively affected by an ADB loan is a stakeholder and should be consulted, whether the investment is public or private sector (see also Question 8).

Some ADB-funded projects that involve unionized workers may entail discussions between government, employers, and labor. Such discussions form part of consultation and participation in the project process, and ADB works with the borrower to assure that risks to workers are minimized or mitigated. As noted previously, good consultation and participation are essential to the success of a project in both the short and long runs. Depending on the project in question and the borrower, ADB may engage with workers' organizations to gain their input on social assessments and project design, implementation, and monitoring.

Consultation may be made difficult by the number of workers' organizations involved. For example, discussions on port reform in Sri Lanka involved 19 workers' organizations, and in the power sector in the Indian state of Orissa, employees were represented by 43 labor unions and federations. Where entities are in transition (such as being corporatized or privatized), the legal status of who represents the workers and who should consult with them may be unclear.<sup>5</sup> Some workers' organizations do not want to be seen as cooperating with employers; others may oppose government policy on privatization as a whole.

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<sup>5</sup> In such circumstances, the ability of a "public sector" union to continue representing the workers in the new entity may be withdrawn, although no new organization may have been created and registered. Thus, the workers involved move from being part of a recognized bargaining organization to having no representation.

## Box 2: Examples of ADB engagement with workers' organizations

Dialogue between the Asian Development Bank (ADB) and Public Services International (PSI) has been ongoing since 2005. During 2006–2008, the ADB–PSI dialogue included issues of labor and the quality of public services in general and pertained to specific projects and sectors, such as

- power sector development in India, Pakistan, and the Philippines;
- development of a gas pipeline in Papua New Guinea;
- water sector development projects in general as well as specifically in Indonesia and the Philippines; and
- health sector activities in the Philippines.

In 2007 and 2008, at its annual meeting, ADB organized panel discussions with PSI on the application of core labor standards (CLS) in ADB's operations.

In August 2008, ADB met with Asia and Pacific area representatives of Building and Wood Workers International (BWI). ADB and BWI discussed labor concerns, the implementation of CLS, HIV/AIDS components in projects, and the current status of two ADB-financed roads projects.

Dialogue between ADB and the Asia-Pacific office of the International Trade Union Confederation (ITUC–AP) commenced in 2001 (with ITUC's predecessor). During 2007–2008, ADB staff members participated in training workshops by ITUC–AP, regarding issues and impact of lending operations of international financial institutions. ADB and ITUC–AP met early in 2008 to set the stage for further meetings and dialogues with international financial institutions, with ITUC–AP especially interested in discussing application of CLS; deregulation, privatization, and labor markets; and the decent work program.

Source: Asian Development Bank.

In some circumstances, national and international federations are important parties, both in terms of capacity building for local workers' organizations in developing countries and of entering into general framework agreements at the national or even international levels (ADB 2006b).

There is no one solution to handling difficult consultations, as each case context is likely to be unique and specific, and will need to adapt to the labor laws of the country or countries. As an example, Box 3 shows the due process in India.

### **Box 3: Dispute resolution mechanisms in India**

The Industrial Disputes Act, 1947, "provides for the conciliation and adjudication of industrial disputes by Conciliation Officers, a Board of Conciliation, Courts of Inquiry, Labour Courts, Industrial Tribunals, and a National Industrial Tribunal. Each has a different jurisdiction or purpose, except for Conciliation Officers, whose jurisdiction is more general. Industrial disputes include cases of unfair dismissal.... Industrial disputes are considered by Conciliation Officers at their discretion (in the case of public utilities, conciliation may sometimes be mandatory), and will only be considered by the other bodies if the dispute is referred by the appropriate Government.

"[For industries employing less than 100 people,] no reference can be made under the Act to Conciliation Boards, Labour Courts, or Industrial Tribunals, unless the dispute has first been the subject of a decision of a Grievance Settlement Authority. However, provision is made for voluntary reference of disputes for arbitration."

Sources: ILO (n.d., [e.quality@work](mailto:e.quality@work)); and India, Government of (n.d., The Industrial Disputes Act, 1947), both accessed August 2008.

# Workers' organizations and the project cycle

## 6. What ADB policies and strategies are applicable to the involvement of workers' organizations?

**Social Protection Strategy.** ADB's Social Protection Strategy (approved in 2001) makes "CLS an integral part of ADB's development mission." The strategy and its action plan note that ADB will act "to design and formulate interventions ensuring they comply with the CLS, and ... ensure and monitor that ADB-financed procurement ... will comply with the country's labor legislation ... as well as with the CLS." The strategy notes that countries have specific needs, and ADB work with a country will be based on its needs plus availability of resources, feasible institutional arrangements, and the political economy of reforms (ADB 2003d). While most ADB member countries have committed to support CLS and other international labor standards (e.g., by ratifying several ILO conventions), this does not ensure that they are indeed complying with the standards. Compliance requires that a country enact appropriate labor laws and regulations and provide adequate resources to enforce them (ADB 2007b). Box 4 lists and briefly describes the CLS.

The first progress report of the Social Protection Strategy notes that ADB would form "strategic partnerships that work on social protection issues, including [with] labor unions." The aim is to "strengthen collaborative efforts and dialogue with...nongovernment organizations (NGOs) and labor unions, to ensure accountability and civil society participation." The involvement of unions was to be facilitated by ILO (ADB 2002).

**Public Communications Policy.**<sup>6</sup> The policy requires ADB to share knowledge and information with stakeholders and the general public. Finalized ADB documents are available on the Internet,<sup>7</sup> including (but not limited to) the following:

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<sup>6</sup> This section draws on ADB (2005). *The Public Communications Policy of the Asian Development Bank: Disclosure and Exchange of Information*. See especially paras. 60, 70, 73, 74, 76, 89, and 92.

<sup>7</sup> Some documents or parts of them may be withheld at the borrower's request.

- policies and strategies;
- country partnership strategies (CPSs) and regional strategy and programs;
- social and poverty assessments;
- project and program information documents;
- technical assistance documents; and
- reports generated from technical assistance work.

#### Box 4: Core labor standards and the workplace

The core labor standards (CLS) include four basic rights in the workplace:

- freedom of association and the right to collective bargaining;
- elimination of discrimination in employment and occupation, including gender discrimination;
- elimination of all forms of forced and compulsory labor; and
- effective abolition of child labor.<sup>1</sup>

CLS issues pertain to Asian Development Bank projects that

- finance infrastructure development to be carried out by civil works contractors, which may involve issues of (i) child labor, (ii) forced labor, (iii) discrimination in the workplace, and/or (iv) prevention of workers from associating or bargaining collectively; and/or
- involve public sector reform, including updating or revising civil service or other labor-related policies and laws, in which case legislation related to CLS, particularly hiring and firing, may be relevant.<sup>2</sup>

The *Core Labor Standards Handbook* notes that the CLS "represent the international consensus on minimum best practices.... Putting labor standards into practice improves the economies of developing member countries."<sup>1</sup> This is because they help improve workers' productivity, and thus both assist development and help measure progress toward it.

Sources: <sup>1</sup> ADB and ILO (2006).

<sup>2</sup> ADB (2007b, 10–4).

**Poverty Reduction Strategy.** ADB assists developing member countries to formulate national poverty reduction strategies, which, as applicable, should include assessments of workers' organizations (ADB 2004b). For guidance, see Question 7 (on the CPS) and the *Handbook on Social Analysis*, Appendixes 9.2 and 9.3, especially Table A9.3.1 (ADB 2007b).

**Incorporation of social dimensions into ADB operations.** Among the key social dimensions to be addressed are participation and management of social risks. This includes participation of and consultation with workers' organizations, where applicable. The aim is to ensure

- (i) policies and institutions that recognize and promote greater inclusiveness and equity in access to services, resources, and opportunities;
- (ii) greater empowerment to participate in social, economic, and political life; and
- (iii) a greater sense of security and ability to manage risks.

Where stakeholder analysis determines that workers' organizations are affected by a project, the pertinent organizations should be consulted early in the project. The opinions of workers' should be sought, as their knowledge and view points may differ from and add to those of managers and project staff.

Thus, ADB encourages consultation with and participation by stakeholders and integrates social analysis in preparing CPSs, regional strategies and programs, programming work, and key stages of the project cycle in both public and private sector operations (ADB 2007d).

**Resident Mission Policy.** This policy assigns to resident missions the role of creating and maintaining strong partnerships with stakeholders in their country or countries of operations (ADB 2000).

## **7. How should workers' organizations be considered in the country partnership strategy?**

The main entry points for addressing labor issues are the country poverty analysis, thematic and sector assessments, stakeholder consultations, and the social components of the CPS. "The CPS process will fully involve both government and nongovernment stakeholders to ensure broad commitment

to, and ownership of, the CPSs" (ADB 2006a, 2). Assessing the labor market is essential to poverty assessment and the analysis of institutions (ADB 2006c).

In the consultation process for the CPS, where workers' organizations are stakeholders, ADB staff members may work with key government officials to facilitate the inclusion of workers' organizations to ensure meaningful consultation and participation. The CPS formulation mission, which coordinates with development partners, may contact ILO if engagement with workers' organizations is deemed appropriate (ADB 2006a, 12). Consultation with them, as appropriate, may be included in completing the poverty assessments and background economic, thematic, and sector work for the CPS; during preparation of the actual CPS; and during monitoring and evaluation of the CPS. Results feed back into the continuing CPS cycle (ADB 2006a, 2). This will inform the 3-year rolling indicative country operational business plan.

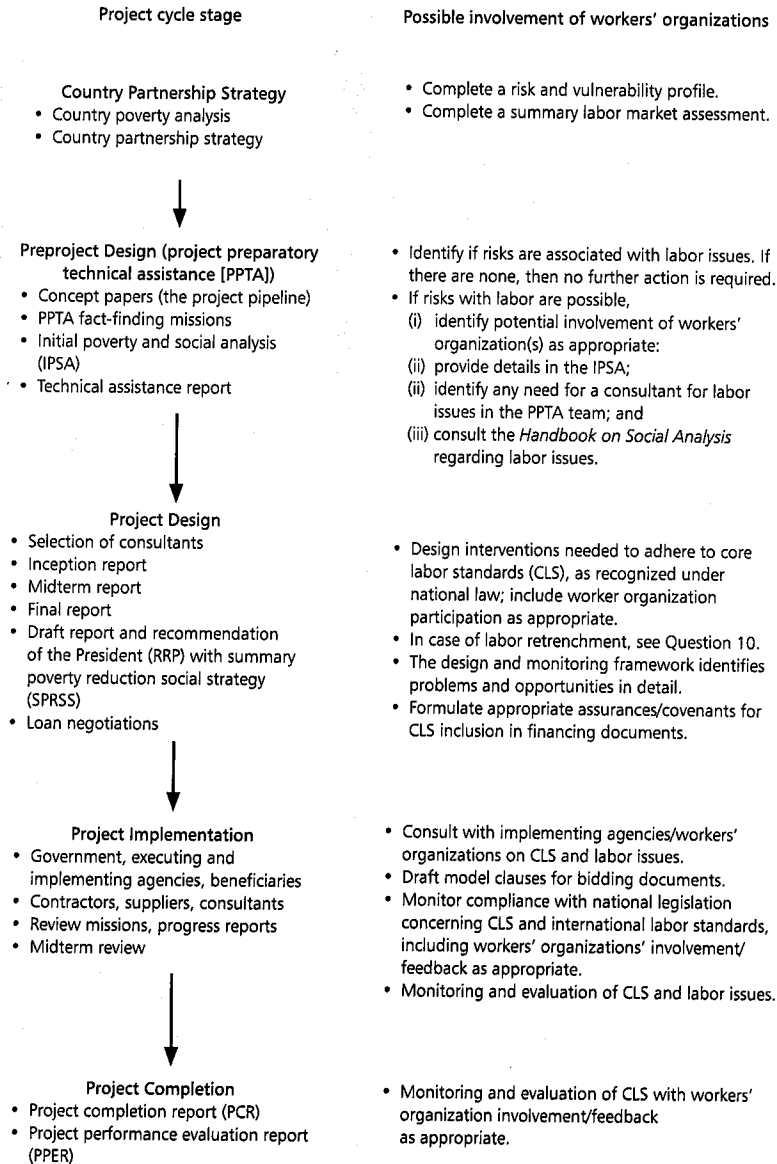
During poverty assessments (see Question 8), the roles of workers' organizations in the country should be considered, and their potential impact on ADB investments (ADB 2007d). Staff should recognize whether governments have involved workers' organizations sufficiently in determining the investment program.

## **8. At what stages in project preparation are workers' organizations likely to be involved in ADB projects?**

Box 5 diagrams the stages in the project cycle, and where involvement of workers' organizations may be appropriate. In projects that involve workers' organizations, they should be consulted during the initial poverty reduction and social analysis (IPSA) and, later, during the full poverty and social analysis. The need for engaging workers' organizations in the project should be identified early in project preparation, during the stakeholder analysis (Appendix 4.1, *Handbook of Social Analysis*). ADB's *Guide to Consultation and Participation* provides useful information for the consultation process (ADB 2006g).

**Predesign phase.** During the fact-finding mission for project preparatory technical assistance (PPTA), a feasibility study, or an early stage of due diligence, the ADB project team conducts the IPSA with inputs from the government and other stakeholders as needed. Staff should closely interact with civil society and beneficiaries, and help determine the stakeholders in the project and their potential effects. The IPSA is an early flagging exercise, which, among other

## Box 5: Workers' organizations and the project cycle



Source: Asian Development Bank.

things, indicates any need for involving workers' organizations that should be planned for as part of overall project preparation. The IPSA template is a core appendix to a PPTA report and is posted on ADB's website (ADB 2008e and 2007d).

To determine the need for involving workers' organizations, pose the following questions while completing the IPSA (ADB 2007b, 159):

- (i) Will contractors be involved in the works?
- (ii) Will the investment support public sector reform, including revising labor laws?
- (iii) Will privatization or restructuring involve laying off workers, changing their public sector status, losing pension or other agreed benefits, impacting collective bargaining rights, etc?
- (iv) Will contractual or in-kind labor from the community be involved?

Other pertinent questions may arise, depending on the possible risks. If significant risks are possible or likely, resources may need to be provided. If the likelihood of a risk is unknown, the PPTA budget should contain a contingency for investigating further the need for a plan, etc. Requirements for social analysis pertinent to ADB's various financing modalities are presented in the *Handbook for Social Analysis*.<sup>8</sup>

If potential labor issues are identified during the predesign phase, further analysis will be needed and appropriate measures will be built into project design. Labor issues are likely to be significant when (ADB 2007d, 159–71, 97)

- (i) workers may lose employment due to public or private sector restructuring (ADB 2006b);
- (ii) the project may change or otherwise influence labor market policies and/or practices that will have an impact on workers' organizations and/or their members; and
- (iii) the project will finance major construction activities that are regulated by national labor laws and regulations (such as the minimum wage, working conditions, contributions to social safety nets, etc.) or any of the international CLS (Box 4).

**Design phase.** During the design stage, the poverty and social analysis is completed and summarized in the summary poverty reduction and social

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<sup>8</sup> ADB (2007b, 94, 95 [footnote 12], 25).

strategy, which is a core appendix to the report and recommendation of the President (RRP). Labor issues identified in it include employment opportunities, labor retrenchment, and CLS. Labor may also have suggestions that will improve project design and implementation—input from front-line workers may bring ideas that would not otherwise be obvious to managers and “outsiders.” The likely significance is indicated, along with strategies and plans to address the labor issues and monitoring needed during implementation (ADB 2007b, 98–9). Box 6 provides an example of workers’ organization involvement in project preparation.

### **Box 6: Project preparation with workers’ organization participation in Assam, India**

Public sector enterprises (PSEs) in Assam have long been requiring financial support. Of the state’s 48 PSEs, 12 that had accumulated significant losses were to be closed. The Assam state government requested Asian Development Bank (ADB) assistance to help remedy the serious gap in its fiscal position. The resulting ADB-funded program supports the government’s stabilization and consolidation of its finances to enhance growth and reduce poverty by strengthening public finances and governance through policy, legal, regulatory, and institutional reforms.

The policy condition under the first subprogram requires expediting the closure of the 12 PSEs and initiating a voluntary retirement scheme (VRS) and social safety net activities. Similar attractive VRSs have been announced in Orissa, Karnataka, Kerala, and Punjab as well as Assam and appear to be under consideration in some other states.

For better participation of stakeholders, ADB staff members met with workers’ organization representatives from the 12 PSEs to be closed. During the consultation meeting, the workers’ organization representatives made three major requests: (i) speedy and timely disbursement of VRS funding due to the beneficiaries; (ii) effective labor rehabilitation, including retraining opportunities for employees of PSEs to be closed; and (iii) state government assistance to displaced employees who wish to set up cooperatives. In consultation with the state and national governments, ADB incorporated all of their requests appropriately in the loan documents.

Source: ADB (2007e).

## 9. How are issues of equity and discrimination addressed during project design?

Inequality and discrimination concern both ADB and workers' organizations. Such issues often arise in employment and occupations. For example, women are frequently paid lower wages than men for the same job, disadvantaged through unequal opportunity for training and skills development, subject to sexual harassment and poor and unprotected working conditions, and vulnerable to decreased job security (ADB and ILO 2006). Box 7 provides an example of how an ADB project can work to mitigate such disadvantages for women.

Issues of inequality and discrimination should be considered especially in projects involving infrastructure, restructuring, employment creation, income generation, and education and skills development. During project design,

### **Box 7: Including equity issues in project design—women's participation in road construction in Timor-Leste**

Socially responsive and gender-inclusive project design can enhance gender equity in areas that have traditionally been inaccessible to women in some cultures. Work such as infrastructure is usually implemented by private contractors, who often discriminate against women laborers (e.g., road construction). Women are frequently allocated the least skilled tasks and paid lower wages than men for performing similar tasks.

The Timor-Leste Road Sector Improvement Project was designed to, among other things, include stakeholders who have often been left out of road improvement projects. A subcomponent specifically promotes access by women to opportunities for work in road maintenance and rehabilitation, targeting an increase of women employed under the project to 30% of all employees. The international nongovernment organization (NGO), CARE, was engaged to monitor achievement of the target, and affiliated with local NGOs. The NGOs facilitated focus group discussions to ascertain and manage views of men and women to allow successful achievement of the target on a sustainable basis.

Source: Excerpted from ADB (2007g).

the project team should be cognizant of issues that may involve double discrimination—e.g., gender and ethnicity—and of the benefits of addressing discrimination, which have direct impact on poverty reduction and may help reduce social tension and the likelihood of civil conflict. For more information, see pp. 84–8 of the *Core Labor Standards Handbook*.

### **10. How should the possibility or likelihood of retrenchment or redeployment be handled, vis-à-vis workers' organizations?**

If retrenchment of workers is probable or unavoidable, every reasonable step should be taken to assure that the affected workers are provided opportunity for other employment and/or benefits so that their quality of life does not deteriorate.

ADB recognizes workers' organizations as one of the five principal groups of stakeholders in privatization (ADB 2006b, 22). Workers' organizations can influence the restructuring process, but government may face challenges in engaging with them and workers' organizations may lack the capacity to engage effectively.

In projects and programs that may entail retrenchment or redeployment of labor, the steps are tailored to the needs at hand. Labor restructuring plans are discussed in detail in the *Handbook of Social Analysis* (ADB 2007b, 159–71). The handbook notes that layoffs in developing members are especially problematical because (i) they usually affect large numbers of workers, (ii) the political context may not be conducive to collective bargaining, and (iii) the labor market is likely to have difficulty absorbing the laid-off workers. The three options to mitigate the impacts of lay-offs are prevention, compensation for laid-off workers, and redeployment.

Preventive mechanisms include (i) restricting lay-offs, (ii) maintaining employment, (iii) shifting workers to other enterprises, and (iv) developing the enterprise so that it can continue to employ the workers. Often, however, compensation and redeployment are the solutions. Compensation may entail unemployment insurance, severance pay, and/or early retirement pension. Redeployment is the preferred option especially where the workers can learn new skills and the government is committed to it and will provide the resources (Box 8). For restructuring in public enterprises, see ADB's technical note, *Labor Issues in Public Enterprise Restructuring* (ADB 2006b).

### **Box 8: Labor redeployment—an environment improvement project in the People's Republic of China**

The project, approved in 2006, was designed to reduce air and water pollution. To this end, 396 inefficient, small coal-fired boilers with inadequate pollution devices will be closed and efficient, safe, and reliable gas and heating supply and waste water treatment facilities established. The closure affects 784 workers. To mitigate the impact on workers, the loan document for the project includes the following specific assurance:

"The government and the implementing agencies will ensure that all 784 workers affected by the closure of the small coal-fired heat boilers under the Project are reemployed in a timely manner and in accordance with the reemployment action plan so that they will be at least as well off as they would have been in the absence of the Project."

The reemployment plan indicates that the implementing agencies are responsible for reemploying the displaced workers or retraining them for reassignment to other jobs. Retrenched workers will be placed with the new large boilers and heat exchange stations to be built as part of the project, which can absorb 663 people. The remaining 92 workers will be reassigned to similar jobs in other companies. For closing the small boilers, the implementing agencies will draft dismantling plans, safety procedures, and environment protection measures to ensure security of the workers and minimize impacts on social security and the environment.

Source: ADB (2006d).

### **11. What provisions pertaining to workers' organizations may be part of the loan document?**

Loan documents for ADB projects that involve construction carry assurances pertaining to labor. The most common assurances are that the government, or its assignee, will enforce labor standards pertinent to the laws and regulations of the country in which the project is located; will not allow harmful child labor; will provide information pertinent to health and sexually transmitted diseases and HIV/AIDS; will provide for equal pay for work of equal value regardless of race, color, sex, religion, political opinion, national extraction, or social origin (ADB and ILO 2006); will not discriminate among employees by gender; and will enforce the country's regulations on health, safety, welfare,

sanitation, and working conditions. Some loan documents contain provisions for altering employment conditions. Likewise, loan documents pertaining to projects involving restructuring and/or redeployment include assurances such as inclusion of representatives of affected people on pertinent task forces, and provision and delivery of compensation to affected people. Box 9 provides examples of such assurances.

## 12. What guidelines do international financial institutions apply in contracting civil works in the projects they finance?

In addition to guidelines specific to individual IFIs, they apply harmonized conditions of contract for civil works and are guided by applicable CLS (Box 4).

### Box 9: Sample assurances in loan documents

An Asian Development Bank (ADB) loan that may have an impact on labor contains specific provisions (covenants, assurances, and undertakings) that relate to labor and are appropriate for the activities envisioned and the laws of the country. Examples are as follows:

- "The Borrower shall ensure that all civil works contractors comply with all applicable labor laws, do not employ child labor as defined in national legislation for construction and maintenance activities, and do not differentiate wages between men and women for work of equal value."
- "The Borrower shall ensure that the taskforce established to develop the policy on labor rationalization shall include all stakeholders, including representatives of employees of private or public enterprises, line ministries responsible for public enterprises, the Ministry of Labor, Ministry of Finance, workers' organizations, and independent experts on privatization and retrenchment issues."
- "The Borrower shall ensure that for all closed, liquidated, or privatized public enterprises, whether in part or in whole, all obligations to employees relating to or following from retrenchment, whether as a result of statutory provisions or else wise, shall be complied with."

Sources: Asian Development Bank loan documents.

Refer also to the second performance standard of the International Finance Corporation (IFC) and the World Bank's Guidelines for Trade Union Consultation (World Bank 2008).

**Harmonized conditions of contract.**<sup>9</sup> In 2006, the IFIs and the International Federation of Consulting Engineers (FIDIC) developed harmonized conditions of contract for civil works let under international competitive bidding procedures. The harmonized conditions must be applied for procurement contracts valued at over \$10 million for works and \$1 million for goods. Workers' organizations assisted with recent updates of the FIDIC clauses on CLS. The guidelines and forms are available to ADB staff, governments and borrowers, and consultants working on ADB projects. The general provisions pertaining to staff and labor include the requirements that the contractor

- (i) will comply with the labor laws relevant to the contractor's personnel, including laws relating to their employment, health, safety, welfare, emigration, and immigration; will allow personnel their legal rights; and will require all employees to obey applicable laws, including those pertaining to safety at work;
- (ii) will take all reasonable precautions pertaining to the health and safety of personnel; and
- (iii) will not permit the use of forced labor or harmful child labor.

Especially in projects using labor from outside the implementation area, measures must be taken to inform workers and the surrounding community regarding dangers of sexually transmitted diseases, including HIV/AIDS, and other diseases that may be brought into the area by project activities.

**National competitive bidding and local procurement.** For some contracts (depending on value and other factors), borrowers have greater flexibility in contracting work. About 40% of contracting under ADB-financed projects is provided through national competitive bidding or local procurement.<sup>10</sup>

**IFC performance standard.**<sup>11</sup> The IFC's second performance standard, for labor and working conditions, "recognizes that the pursuit of economic growth

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<sup>9</sup> This section is drawn from FIDIC (2006, points 6.4, 6.7, 6.20, and 6.21).

<sup>10</sup> See also ILO. 2008a. *Labor Clauses in Public Contracts*. Geneva.

<sup>11</sup> This section is drawn from IFC (2006).

through employment creation and income generation should be balanced with protection for basic rights of workers." And that "Failure to establish and foster a sound worker-management relationship can undermine worker commitment and retention, and can jeopardize a project. Conversely, through a constructive worker-management relationship, and by treating the workers fairly and providing them with safe and healthy working conditions, clients may create tangible benefits, such as enhancement of the efficiency and productivity of their operations." The standard requires that IFC clients

- inform employees and workers of their rights under national labor laws and pertaining to their wages and benefits;
- respect collective bargaining agreements to which they are party and provide reasonable working conditions that at least comply with national law;
- permit collective bargaining where national law allows it or does not disallow it, and make other means for workers to express grievances and protect their rights where national law does not support collective bargaining;
- not allow discriminatory practices in hiring or in the workplace;
- seek to mitigate the adverse impact of any retrenchment; and
- provide a grievance mechanism.

The standard also requires that clients do not employ (i) children in a way that is economically exploitive, hazardous, or harmful to their development; or interferes with schooling; or (ii) forced labor. The standard requires that the client provide workers (defined as employees and those contracted to work for the client) with a safe and healthy working environment.

**World Bank guidelines.**<sup>12</sup> The World Bank's Guidelines for Trade Union Consultation advise its staff that

- restrictions on freedom of association impede the formation of independent workers' organizations;
- because some past World Bank-supported programs have had a severe impact on the membership of workers' organizations, they remain skeptical about World Bank policies;

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<sup>12</sup> This section is drawn from World Bank (2008).

- trade unions will bargain persistently for their demands but are also aware of the give-and-take principle;
- all groups involved in a project should be contacted, as well as the officially recognized workers' organizations; and
- limited financial and other capacities may inhibit workers' organizations from doing research and developing alternate scenarios.

### **13. How does ADB engage with workers' organizations during project implementation and monitoring?**

During project implementation, the borrower has the primary responsibility to consult with stakeholders, including, as applicable, workers' organizations. ADB, which has the monitoring role, may consult with implementing agencies and relevant stakeholders (including workers' organizations) on labor issues and monitoring compliance with national labor legislation. Workers' organizations may monitor and evaluate the implementation pertaining to labor issues. Permission for them to do so comes from the borrower, and may require government endorsement. Progress with implementing matters pertaining to labor should be tracked in the project performance report, and mitigation measures provided for any new issues that arise (ADB 2007b, 50–3).

### **14. How does ADB include workers' organizations in project completion reporting and post-evaluation?**

During evaluations after projects have closed, workers' organizations may be consulted if they were stakeholders in the project and if there were labor issues. The project/program completion report will report on the implementation of components pertinent to social issues (including labor), and on their development or mitigation plans; achievements of targets and indicators of impacts; compliance with covenants and assurances; actions taken to address related problems; and recommendations to improve the social sustainability of the project.

About 3–5 years after a project is finished, an independent evaluation may be done. When preparing the evaluation, project-affected groups (including labor) may be consulted on the impacts and outcomes, and compliance with covenants assessed. The results feed back into the project cycle to inform current and future ADB activities (ADB 2007b, 52–5).

# Contacting and consulting workers' organizations

## 15. What are the contact points with workers' organizations at the national level?

For a specific project, ask the ADB resident mission staff NGO focal point and ILO offices in the country about which workers' organizations to contact and who are the appropriate contact people; discuss the matter also with the executing agency. The NGO and Civil Society Center in the Regional and Sustainable Development Department (RSDD) may also be consulted.

Among the strategic roles defined for resident missions in ADB's Resident Mission Policy is "to create strong partnerships with stakeholders in developing member countries, including government, the private sector, and civil society" (which includes workers' organizations). The policy includes information dissemination among the standard functions of resident missions (ADB 2000, 22).

National union federations provide the first point of contact for ADB resident missions. Sector unions can provide sectoral information (World Bank 2008). ADB resident mission staff should be familiar with the structure of workers' organizations in their country of operation and should identify relevant unions. ILO, through its resident officers and specialists, can assist this effort and provide advice. ADB resident mission staff (again with assistance from ILO) may also assess the extent to which national laws comply with CLS obligations.

Resident mission staff may be the first point of contact for workers' organizations that have enquiries, and can direct them to information sources (e.g., about ADB policies, procedures, and projects available on the Internet) and to the channels ADB requires to be followed in the case of grievances.

## 16. What does ADB do if government resists consulting with workers' organizations?

Where government mistrusts or opposes consultation, "the Asian Development Bank has to be sensitive to government interlocutors but can still use its

influence, especially when working alongside other funding institutions, to encourage changes in the policy environment and highlight the benefits of broader participation.... In such situations, staff should be aware that preparation time may be increased" (ADB 2006f, 30).

### **17. Who should workers' organizations contact regarding grievances pertaining to ADB projects?**

ADB handles grievances against its projects through several channels, depending on the type of grievance. Initially, complaints and enquiries pertinent to workers' organizations should be discussed with the executing agency and handled pursuant to applicable national laws and procedures. If the issues are not resolved satisfactorily, they should be referred to the regional department and resident mission responsible for the project or program in question, which will act to clarify and/or correct the issue.

For matters pertaining to consulting services and procurement (including of labor), the first inquiry should be to the executing agency (as above), then to the responsible regional department and resident mission, and ADB's Central Operations Services Office (COSO).

If the operations department does not resolve the grievance, the complainants have the option of approaching ADB's Accountability Mechanism, which comprises two separate but complementary phases: consultation and compliance review (ADB 2003a).

- The consultation phase assists people who feel they are adversely affected by an ADB-assisted project to find solutions to their problems. The consultation phase provides people affected by an ADB-supported project with a venue to raise their grievances. A set of criteria is used to assess the eligibility of a complaint. This is handled through the Office of the Special Projects Facilitator. Information regarding how the process works and how to file a grievance is available on the Internet (ADB 2008c).
- The purpose of the Compliance Review Panel is to investigate alleged violations by ADB of its operational policies and procedures in an ADB-assisted project (ADB 2008b).

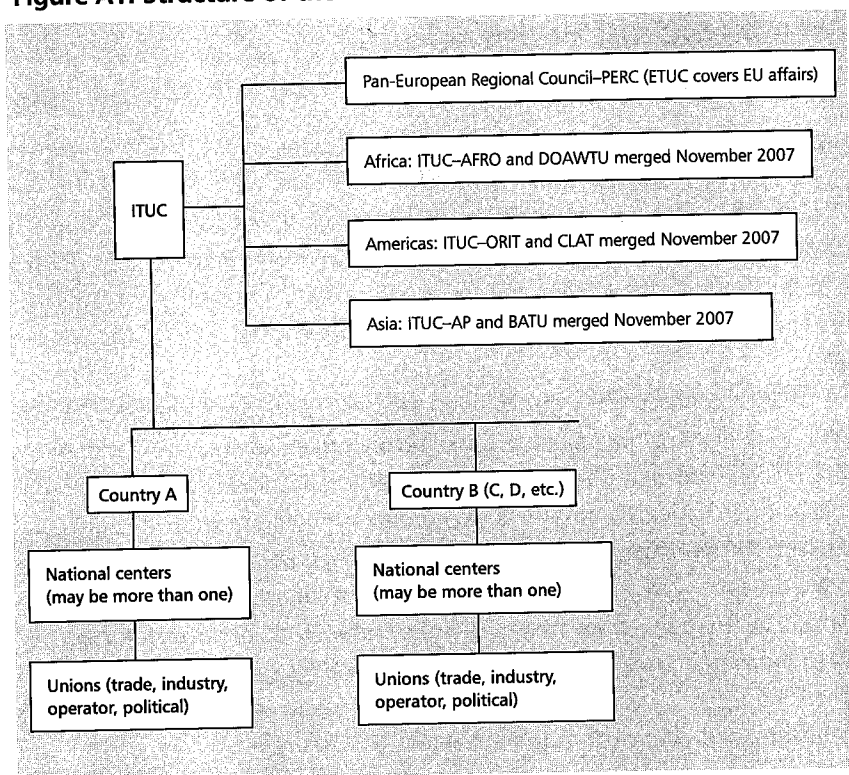
In addition, ADB's Office of the Auditor General investigates complaints of corruption or fraud in ADB projects by its staff (ADB 2008d).

## **Appendix: International Federations and Global Unions**

### **International Trade Union Confederation (ITUC)**

ITUC is the world's largest trade union federation. It was formed in 2006 out of the merger of the International Confederation of Free Trade Unions (ICFTU) and the World Confederation of Labour (WCL). ITUC's founding congress was held in Vienna and was preceded by the dissolution of both the ICFTU and the WCL.

ITUC comprises the organizations affiliated with the former ICFTU and WCL plus eight other national trade union organizations. ITUC represents 168 million workers through its 311 affiliated organizations within 156 countries and territories. Its mission is to promote and defend workers' rights and interests through international cooperation between trade unions, campaigns, and advocacy with major international organizations. ITUC industry sectors include international trade unions of agriculture, food, commerce, textile, and allied industries; public and allied employees; energy, metal, chemical, oil, and allied industries; transport workers; building, wood, and building materials industries; and educators. Figure A1 shows ITUC's structure.

**Figure A1: Structure of the International Trade Union Confederation**

BATU = Asian Brotherhood of Trade Unionists, CLAT = Latin American Central of Workers, DOAWTU = Democratic Organization of African Workers' Trade Unions, ETUC = European Trade Union Confederation, ITUC = International Trade Union Confederation, ITUC–AFRO = ITUC Africa Regional Office, ITUC–AP = ITUC Asia-Pacific, ITUC–ORIT = Inter-American Regional Organization of Workers.

Source: International Labour Organization.

On 4 September 2007, the International Trade Union Confederation—Asia Pacific (ITUC–AP) was established in Bangalooru, India. It has 16.8 million members, and 48 national trade union centers from 29 countries in Asia and the Pacific. ITUC–AP aims (i) for social justice giving special attention to problems affecting the workers in the region; (ii) to help provide better conditions for work and the life of workers and their families; and (iii) to strive for human rights, social justice, gender equality, peace, freedom, and democracy.

In the Asia Pacific region, ITUC affiliates and associated organizations include

- Solomon Islands Council of Trade Unions (SICTU)
- Vietnam General Confederation of Labour (VGCL)
- All-China Federation of Trade Unions (ACFTU)

**International Trade Union  
Confederation**

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Tel: +32 (0)2 224 0211  
Fax: +32 (0)2 201 5815  
E-mail: [info@ituc-csi.org](mailto:info@ituc-csi.org)  
[www.ituc-csi.org/](http://www.ituc-csi.org/)

**International Trade Union  
Confederation–Asia Pacific**

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Singapore 018989  
Tel: 65-6327-3590  
Fax: 65-6327-3576  
E-mail: [gs@ituc-ap.org](mailto:gs@ituc-ap.org)  
[www.ituc-ap.org/](http://www.ituc-ap.org/)

**World Federation of Trade Unions (WFTU)**

WFTU was established in London by the First World Trade Union Congress, which met in London in February 1945 and was attended by delegates representing 67 million workers from 55 countries and 20 international organizations. More than 65 nations, representing more than 80 million workers from all continents, attended the subsequent organizational meeting.

Membership in WFTU has declined precipitously in the past 20 years since the fall of the communist regimes in the Soviet Union and Eastern Europe, with many of its former constituent unions joining the ICFTU (now ITUC).

WFTU headquarters are in Prague, Czech Republic. It focuses now on organizing regional federations of unions in the third world. WFTU develops working partnerships with national and industrial trade unions worldwide as well as with a number of international and regional trade union organizations.

WFTU holds consultative status with the Economic and Social Council of the United Nations (ECOSOC), International Labour Organization (ILO), United Nations Educational, Scientific, and Cultural Organization (UNESCO), United Nations Food and Agriculture Organization (FAO), and other United Nations (UN) agencies. It maintains permanent missions in New York, Geneva, and Rome.

## **Trade Union Advisory Committee**

The committee has consultative status with the Organisation for Economic Co-operation and Development (OECD). The committee's affiliates consist of over 58 national trade union centers in the 30 OECD industrialized countries, representing about 66 million workers. Most of its affiliates are also ITUC members and work closely with global union federations.

### **Trade Union Advisory Committee to the OECD**

15, rue Lapperouse

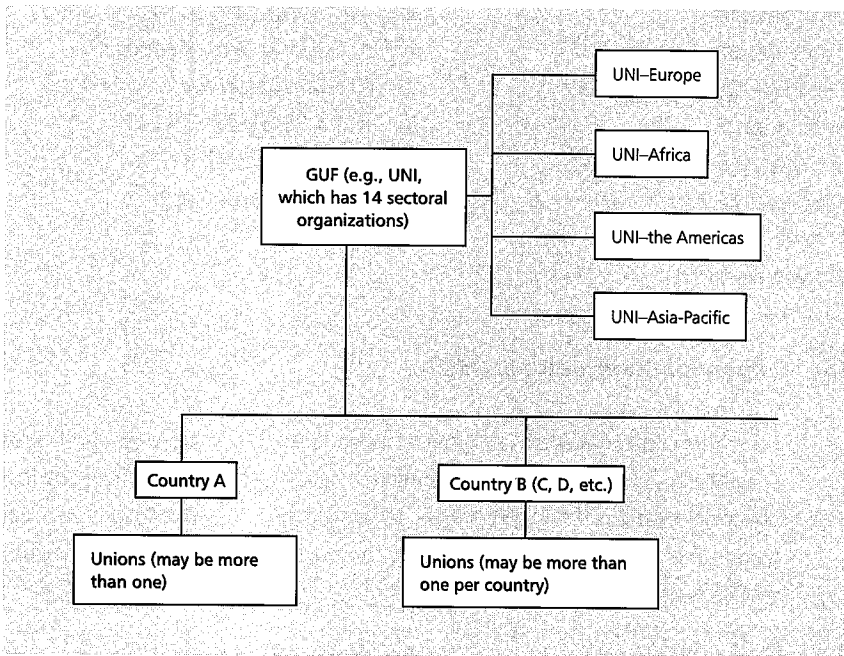
75016 Paris, France

E-mail: [tuac@tuac.org](mailto:tuac@tuac.org)

[www.tuac.org](http://www.tuac.org)

## **Global unions**

Global unions represent the whole range of industry groupings. Information about global unions is available at [www.global\\_unions.org/spip.php?rubrique25](http://www.global_unions.org/spip.php?rubrique25). Figure A2 shows the structure of a global union. The global unions include ITUC.

**Figure A2: Structure of a Global Union**

GUF = global union federation, UNI = Union Network International.

Source: International Labour Organization.

### (i) **Building and Wood Workers International (BWI)**

At its World Congress in Buenos Aires, on 9 December 2005, the International Federation of Building and Wood Workers (IFBWW) and the World Federation of Building and Wood Workers (WFBWW) created a new global union federation, the Building and Wood Workers' International—BWI. Its stated mission is to promote the development of trade unions in its sectors throughout the world and to promote and enforce workers rights in the context of sustainable development.

BWI members are in the building, building materials, wood, forestry, and allied sectors. BWI groups together about 350 trade unions representing around 12 million members in 135 countries. The headquarters is in Geneva, Switzerland.

**Building and Wood Workers  
International**

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Tel: +41 22 827 37 77  
Fax: +41 22 827 37 70  
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**BWI Asia and Pacific Regional Office**

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Darul Ehsan, Malaysia  
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Fax: +603 56 38 77 21  
E-mail: [apro@bwint.org](mailto:apro@bwint.org)

**(ii) Education International (EI)**

Education International represents more than 30 million teachers and education workers. It has 394 member organizations in 171 countries, covering workers from preschool to university. It is the largest global trade union. Its mission is to protect the rights of all teachers, education workers, and their students.

**Education International**

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1210 Brussels, Belgium  
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[www.ei-ie.org/asiapacific/](http://www.ei-ie.org/asiapacific/)

**(iii) International Art and Entertainment Alliance (IAEA)**

The International Art and Entertainment Alliance is a global campaigning alliance created in 1997 by three global union federations to develop common projects:

- The International Federation of Actors—FIA (<http://www.fia-actors.com>);

- The International Federation of Musicians—FIM (office@fim-musicians.com; <http://www.fim-musicians.com>); and
- UNI–Media and Entertainment International section—UNI–MEI (jim.wilson@union-network.org).

E-mail: [iaea@intl-arts-unions.org](mailto:iaea@intl-arts-unions.org)

[http://everything2.com/index.pl?node\\_id=1364597](http://everything2.com/index.pl?node_id=1364597)

**(iv) International Federation of Chemical, Energy, Mine and General Workers' Unions (ICEM)**

ICEM membership includes all employee categories within its sectors: energy, mining and quarrying, chemicals and bioscience, pulp and paper, rubber, diamonds, gems, ornaments and jewelry production, glass, ceramics, cement and associated industries, environmental services, and service and miscellaneous industries.

As of November 2007, ICEM represented 467 industrial trade unions in 132 countries. ICEM campaigns for the highest levels of health and safety at the workplace, and for environmentally responsible industrial products and processes. ICEM is also committed to the global application of the best possible standards and practices—especially within multinational corporations.

ICEM covers Asia and the Pacific, Eastern Europe and Central Asia, Western Europe, Nordic Countries, North Africa, Middle East, Sub-Saharan Africa, Latin America and the Caribbean, and North America.

**International Federation of Chemical, Energy,  
Mine and General Workers' Unions**

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E-mail: [info@icem.org](mailto:info@icem.org)

[www.icem.org/](http://www.icem.org/)

## **(v) International Federation of Journalists (IFJ)**

IFJ is the world's largest organization of journalists. First established in 1926, it was relaunched in 1946 and again, in its present form, in 1952. IFJ represents about 500,000 members in more than 100 countries.

IFJ promotes international action to defend press freedom and social justice through strong, free, and independent trade unions of journalists. It promotes human rights, democracy, and pluralism. IFJ speaks for journalists within the United Nations system and within the international trade union movement.

IFJ policy is decided by a congress that meets every 3 years and work is carried out by its secretariat based in Brussels under the direction of an elected executive committee.

### **International Federation of Journalists**

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## **(vi) International Metalworkers Federation (IMF)**

IMF represents the collective interests of 25 million metalworkers in more than 200 unions in 100 countries. It is a federation of national unions with its head office in Geneva, Switzerland. IMF has regional offices and industry sectors for aerospace; automotive; electrical and electronics; iron, steel, and nonferrous metals; mechanical engineering; and shipbuilding.

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**(vii) International Textile, Garment & Leather Workers' Federation  
(ITGLWF)**

ITGLWF is an international trade secretariat bringing together 217 affiliated organizations in 110 countries. ITGLWF aims to (i) draw up policy guidelines on important union issues in the relevant sectors and coordinate the activities of affiliates around the world; (ii) act as a clearing house for information of relevance to the daily work of unions in the sectors; (iii) undertake solidarity action in support of unions in the sectors, whose trade union rights are being denied; (iv) run a program of education and development to help unions in developing countries organize workers and educate their members to play an active role in their union; and (v) ensure that the interests of workers in the sectors are considered in actions made at the international level.

The Textile, Garment, and Leather Workers' Federation–Asia (TWARO) convenes the free and democratic trade unions of workers in this sector in the Asia and the Pacific. TWARO has 2.4 million members from 67 affiliated organizations in 22 countries in the region.

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**(viii) International Transport Workers Federation (ITF)**

ITF membership includes 654 unions representing 4.5 million transport workers in 148 countries. ITF is allied with ITUC. ITF's aims are to

- (i) promote respect for trade union and human rights worldwide,
- (ii) work for peace based on social justice and economic progress,
- (iii) help its affiliated unions defend the interests of their members,
- (iv) provide research and information services to its affiliates, and
- (v) provide general assistance to transport workers in difficulty.

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**(ix) International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations (IUF)**

IUF is an international federation of trade unions representing workers employed in: agriculture and plantations, the preparation and manufacture of food and beverages; hotels, restaurants, and catering services; and all stages of tobacco processing. IUF has 336 trade union members in 120 countries and with a combined membership of over 12 million workers. It is based in Geneva, Switzerland and has regional offices in Africa, Asia and the Pacific, Europe, Latin America, and North America.

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**(x) Public Services International (PSI)**

PSI is a global union federation of more than 650 trade unions. PSI represents more than 20 million workers who deliver public services in 160 countries.



# Bibliography

## Selected reading

Essential reading for the topic of labor unions and the Asian Development Bank's work includes

- *Core Labor Standards Handbook*;
- *Handbook on Social Analysis*;
- *Labor Issues in Public Enterprise Restructuring*;
- *Operations Manual*, sections A2, C1 and 3, D10 and 11, E4, and L1 and 3;
- *The Public Communications Policy*; and
- World Bank's Guidelines for Trade Union Consultation.

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## **Interacting with Workers' Organizations: A Primer for Asian Development Bank Staff**

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