



Trade Unions and Decent Work Country Programmes:

A Resource Package

Bureau for Workers' Activities (ACTRAV)
INTERNATIONAL LABOUR OFFICE, GENEVA

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Section 1:
Introduction

Section 1: Introduction

1. Preface

Dan Cunniah, Director, Bureau for Workers' Activities (ACTRAV)

'Tripartism and social dialogue are the bedrock of a Decent Work Country Programme'

The historical foundations of industrial relations are tripartism and social dialogue and are reflected in the structure and functions of the ILO. Tripartism and social dialogue are not an end in themselves, nor are they an “add on” at the margins; they are at the centre of the Organization and are the means to achieve the Organization's objectives as set out in the Constitution, and the Declaration of Philadelphia. The reflection of tripartism and the views of the constituents inside the ILO are key factors in the effective fulfilment of the ILO mandate.

The 2002 ILC Resolution emphasized that tripartism and social dialogue have proved to be valuable and democratic means to address social concerns, build consensus, help elaborate international labour standards and examine a wide range of labour issues in which the social partners play a direct, legitimate and irreplaceable role.

The same principles underpin the ILO's '*Declaration on Social Justice for a Fair Globalization*' and an accompanying resolution that were adopted by acclamation of member States, workers and employers attending the 97th International Labour Conference in 2008. “*Not only does it signal a major change towards balanced economic and social policies, but it equips the ILO with a formidable tool to pursue the promotion of a fair globalization based on Decent Work*”, said ILO Director-General Juan Somavia.

Through the Declaration, governments, employers and workers from all member States call for a new strategy to sustain open economies and open societies based on social justice, full and productive employment, sustainable enterprises and social cohesion. The Declaration acknowledges the benefits of globalization but calls for renewed efforts to implement decent work policies as the means to achieve improved and fair outcomes for all.

Specifically, the Declaration establishes a new foundation on which the ILO can effectively support the efforts of its constituents to promote and achieve progress and social justice through the ILO's Decent Work Agenda's four strategic objectives: employment, social protection, social dialogue and tripartism, and fundamental principles and rights at work. The Declaration also underscores the fact that failure to promote any one of these objectives will hinder progress towards promoting the others, by stressing their mutually supportive nature and interdependence.

Tripartism and social dialogue are essential tools to achieve the Decent Work Agenda and should be mainstreamed throughout the Office, but particularly in the context of the Decent Work Country Programme (DWCP)¹ process which is a tool to implement *the Social Justice Declaration* and *the Global Jobs Pact*. All ILO constituents should be involved in the planning, implementation, monitoring, and evaluation of Decent Work activities at the country level.

As one of the four strategic objectives, tripartism and social dialogue is the policy framework for the entire DWCP process and a tool to operationalize the other strategic objectives. They constitute a core element of the 2010-2015 Strategic Policy Framework (SPF) and can assist the ILO structures at all levels to apply this approach.

Social partners and governments as DWCPs beneficiaries and actors

Legitimate, independent and democratic workers' and employers' organizations of workers and employers, who engage in dialogue and collective bargaining, bring a tradition of social peace that is based on free negotiations and accommodation of conflicting interests. This process makes social dialogue a central element of democratic societies and guarantees a permanent pluralism of views rather than a common voice; helping to create dynamic and healthy societies. The social partners, with government, play an essential role in stable and participative socio-economic development and democratization. Reinforcing the implementation of International Labour Standards (ILS), the eradication of poverty, the promotion of full and productive employment and Decent Work, ensure social cohesion in a country.

The social partners are not only principal DWCP beneficiaries but also key actors in the whole process. DWCPs should be used to assist governments to put in place the necessary preconditions for social dialogue; including respect for the fundamental principles and the right to freedom of association, collective bargaining, gender equality, and other core labour standards as well as the full range of other up-to-date international labour standards. Governments, workers' and employers' organizations should build a sound industrial relations environment with respect for the role of the social partners. Governments, workers', and employers' organizations should take advantage of DWCPs to promote and enhance tripartism and social dialogue; this is especially important in sectors where it is absent or hardly exists and where labour rights are violated.

Labour administration and the social partners in the DWCP consultative process

DWCPs are useful in enhancing the capacity of labour administrations and workers' and employers' organizations to participate in a meaningful consultative process in labour reforms. This can include dealing with the core Conventions and other work-related legislation, promoting the creation of decent productive jobs, and extending social protection to all. They can be instrumental in further developing technical cooperation programmes and other mechanisms with the social partners and governments to help strengthen capacity, services and representation.

¹ <http://www.ilo.org/intranet/english/bureau/program/dwcp/>

Ensuring DWCPs have a mandate and ownership

ILO constituents have to make sure that their particular characteristics and views are recognised in the DWCP process in the same way that they “see themselves” in the Office. This is an integral factor for the success of the process and is dependent on the degree to which the constituents’ priorities are reflected and how well they are involved in all the stages of design and implementation.

Workers’ and Employers’ Specialists are part of ILO Decent Work Teams and play a role across the Office’s various areas of responsibilities. These specialists are key interfaces between the employer and worker constituents and the ILO Office and a greater interaction needs to be encouraged.

The role of the Social Dialogue Experts is also very important. The extensive networks of organized workers and employers give ACTRAV and ACT/EMP Field Specialists a unique perspective that forces them to remain close to the reality of the world of work. They can facilitate access and interaction with constituents and provide bridges to an often-harsh “real world”. The full range of ILO programmes are of interest to workers’ and employers’ organizations and should not be limited to capacity-building concerns. At an early stage in the DWCP design process all units should take on board the concerns and priorities of worker and employer constituents in the specific technical area for which they are responsible.

Strategic and Results-Based Management (RBM)² of resources

DWCPs should be underpinned by both regular and extra-budgetary technical cooperation resources, managed in a strategic and results-based manner. Extra-budgetary technical cooperation resources should be seen as opportunities to provide a more sustainable and longer-term perspective to the activities carried out with and by constituents on the ground. ILO work at the national level that supports the activities of the social partners is often only possible through the direct assistance of certain donors to ACTRAV and ACT/EMP or directly to workers’ and employers’ organizations.

When DWCP-identified priorities do not reflect the views of the social partners in the ILO, or even in the donor countries, the resulting programmes cannot be expected to correspond to the real needs and expectations of either constituents or donors. The sectoral dimension of DWCPs should be given due attention.

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(ACTRAV)*

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Geneva

December 2010

² *Results-based management in the International Labour Organization* ISBN 978-92-2-121220-1
<http://www.ilo.org/intranet/english/bureau/program/dwcp/download/rbm1.pdf>

2. Purpose

- ▶ To assist ACTRAV Specialists in Workers' Activities and trade unions to become fully involved in, and benefit from, the ILO'S Decent Work Country Programmes (DWCP)

This resource package provides accessible information, materials and training resources that compliment other relevant ILO documents and programmes and can stimulate structured discussion between ACTRAV staff and trade union representatives.

This resource package is divided into Sections so that users can select the information and materials that are appropriate for them at any particular stage; taking into account that some organizations have more experience than others.

DWCPs in any one country are at different stages:

- A DWCP has been proposed but work has not yet commenced or there is not yet a proposal
- The design stage is in progress and all documents needed for approval are being prepared through consultation with constituents
- The design of the DWCP is agreed and approved but implementation has not started
- Implementation is in progress and can continue for three or four years.

The package recognizes:

- ▶ The need for workers' organizations to be fully involved in all stages of a DWCP. In some countries trade unions are fully involved in all stages, while in others they may become involved during the process
- ▶ The importance of factoring in the impact of the socio-economic crisis that has led to drama, human tragedy and disgrace within all economies and societies. A DWCP can be an important response to the crisis; especially in situations where 20-50 million people are projected to lose their jobs, hundreds of millions will battle to feed their families, and where retirees face a drastic cut in pensions' benefits
- ▶ That the four principles of the ILO's Strategic Policy Framework (SPF)³ are universal to all DWCPs and that the most effective DWCPs focus on their Country Programme Outcomes (CPOs)
- ▶ The role of tripartism, social dialogue, and international labour standards are central to the planning and implementation of a coherent and integrated ILO programme of assistance to constituents in member States

³ http://www.ilo.org/wcmsp5/groups/public/—ed_norm/—relconf/documents/meetingdocument/wcms_102572.pdf

- ▶ DWCPs need to be closely aligned with national development strategies, including Poverty Reduction Strategies Programmes (PRSPs) and UN Development Assistance Frameworks (UNDAF)⁴
- ▶ The thematic content of DWCPs varies from country to country and is based on national circumstances and the ILO's global commitments; at the same time they should incorporate the priorities established in the SPF, the Declaration on Social Justice for a Fair Globalization (SJD)⁵, the Programme and Budget (P&B) and the regional Decent Work Agenda (DWA)
- ▶ That a DWCP offers a relevant and operational contribution to national development and is linked to the respective national policy framework(s) and the ILO constituents in a country.

⁴ *Bringing Focus to ILO Country-level Contributions: A Guidebook for Developing and Implementing Decent Work Country Programmes*, Version 2, 2008 <http://www.ilo.org/public/english/bureau/program/dwcp/download/guidev2.pdf>

⁵ *ILO Declaration on Social Justice for a Fair Globalization* adopted by the International Labour Conference at its 97th Session (2008) ISBN 978-92-2-121617-9
http://www.ilo.org/wcmsp5/groups/public/—dgreports/—cabinet/documents/publication/wcms_099766.pdf

3. Using this Resource Package

This resource package is a comprehensive collection of principles, policy, guidelines and practical instructions for trade unions and ACTRAV specialists that:

- ▶ Provides an extensive and comprehensive range of issues that can encourage and structure discussions among ACTRAV staff and between staff and trade unions within and beyond the DWCP process
- ▶ Is a living paper and will be updated depending on new specific needs and the latest developments in the trade union movement and the ILO
- ▶ Recognizes that the target groups in each country have a wide variety of experiences, knowledge and skills in the design and implementation of DWCPs
- ▶ Is organized to assist the target groups to easily select the areas where they immediately need guidance or may want to widen knowledge or skills
- ▶ Explains the function of different structures and levels of the ILO in a DWCP and examines ways that trade unions can become more fully involved in all stages of a DWCP.

**This resource package is divided into six Sections;
the table below summarises the major components of each Section:**

Section 1 Introduction	● Introduces the overall purpose and identifies the main principles. ● Explains how to use this resource package. ● Includes a preface from Dan Cunniah, Director of the ILO's Bureau for Workers' Activities (ACTRAV).
Section 2 Decent Work and the Global Economic and Social Crisis	● Introduces the concepts and four strategic objectives of Decent Work (DW). ● Places the Decent Work Agenda (DWA) in relation to the international economic and social crisis. ● Identifies the key international roles to implement the DWA, in particular the role of the United Nations. ● Examines the contents of the Global Jobs Pact (GJP)⁶ and how it relates to DW, including from the trade union perspective. ● Identifies the components of a 'Decent Job' and the essential issues for DW in relation to: International Labour Standards, trade union capacity building, wages, the employment relationship, gender equality, the DWA in rural areas, occupational safety and health, migrant workers, the informal economy and export processing zones. ● Describes ACTRAV's policy on 'Green Jobs' and its application to DW.

⁶ *Recovering from the crisis: A Global Jobs Pact* adopted by the International Labour Conference at its 98th Session (2009) ISBN978-92-2-120671-2
http://www.ilo.org/wcmsp5/groups/public/@ed_norm/@relconf/documents/meetingdocument/wcms_115076.pdf

Section 3 1. Decent Work Country Programmes 2. Designing and Implementing a Decent Work Country Programme	• The first part explains and describes the purpose and objectives of DWCPs and links them with ILO policy and principles. • Describes how a DWCP facilitates policy coherence and resource integration with a policy area checklist • Explains how to mainstream International Labour Standards into a DWCP⁷. • Describes how a DWCP will fit into the overall framework of development policies within a country by examining the Social Justice Declaration. • Indicates how DW can be achieved through the application of the ILO's Strategic Policy Framework 2010-2015 and the 19 Outcomes and Outcome Based Workplans (OBWs). • Introduces the discussion on implementation of the United Nations reform and the role of the ILO, and the importance of trade union involvement. • The second part summarizes the instructions and information in the ILO guidebook to developing and implementing DWCPs and explains the political framework.. • Explains the roles and responsibilities for the different structures of the ILO and support that is available for trade unions. • Briefly describes the concepts of Outcomes and describes the DWCPs 'six-step cycle' and the role of trade unions in each step with a series of questions that need to be asked, including a brief description of how the final DWCP document should be presented. • Provides a list of DWCPs in each Region and the status of programmes. • Describes the concept and policy of the ILO's Results-Based Management (RBM) process, and how this supports the implementation and measurement of DWCPs' progress.
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⁷ This Section is based on *Rules of the Game, A brief introduction to International Labour Standards* Revised Edition 2009 http://www.ilo.org/public/libdoc/ilo/2009/109B09_96_engl.pdf and *Improving the Impact of International Labour Standards through Technical Cooperation – A Practice Guide*, available at http://www.ilo.org/wcmsp5/groups/public/—ed_norm/—normes/documents/publication/wcms_100381.pdf.

Section 4 Technical Cooperation Project Design, Implementation and Evaluation

- This Section provides useful skills and information to support and assist the holistic DWCP approach as well as individual technical cooperation projects that may be directly or indirectly linked to a DWCP. The methodology is the same in both cases.
- Summarizes the various ILO documents describing the design, implementation, and evaluation of technical cooperation projects and identifies the various steps and stages as followed in the logical framework approach.
- Describes the formulation of objectives, outcomes, indicators, outputs and activities and briefly covers assumptions and risk management.
- Identifies how to prepare an implementation plan and a workplan and the different roles and responsibilities of the Office and ILO constituents.
- Discusses and describes the principles, policy, types and guidelines for evaluation and how to prepare for an evaluation
- Incorporates gender mainstreaming policies and issues in project design and evaluation.

Section 5 Trade Union Training Resources and Capacity-Building

- Discusses and describes how capacity-building can support trade union involvement in DWCPs, and contribute to the DWA.
- The first part describes the planning for training modules developed by the ILO's International Turin Training Centre (ITC Turin).
- These modules are divided into different levels and provide curriculum advice for persons planning and implementing training for trade unions on DWCP involvement, with descriptions of objectives and content.
- The second part describes how a capacity building framework can support trade unions in each country prior to, or during the development and implementation of, a DWCP.
- The stages and steps for developing a framework are explained, including the preparatory, implementation and evaluation stages.
- Outlines the benefits of developing a framework for trade unions, and the ILO, and describes how capacity-building can be specifically linked to the DWCP, the needs of the trade unions and support the comparative advantages of the ILO.

Section 6 Supporting Documents and Attachments

Additional reading.

A glossary of terms.

Attachments providing more detail on four issues:

- The development status of DWCPs in countries of the four Regions (Attachment 1);
- The ILO'S DWCP quality assurance mechanisms, including assistance to access the DWCP documents on the website (Attachment 2);
- The relevant OSH statistics (Attachment 3); and
- The Decent Work Agenda in rural areas (Attachment 4).

4. Acknowledgements

This resource package is the result of valued contributions from the following ILO Departments/Branches:

- Bureau for Workers' Activities (ACTRAV);
- ACTRAV at the International Training Centre in Turin (ITC);
- Bureau for Employers' Activities (ACT/EMP);
- Bureau for External Relations and Partnerships (EXREL);
- Bureau for Gender Equality (GENDER);
- Bureau of Programming and Management (PROGRAM);
- Department of Partnerships and Development Cooperation (PARDEV);
- Policy Integration Department (INTEGRATION);
- Development Cooperation Branch (CODEV);
- Safety and Health at Work and the Environment Branch (SAFEWORK);
- Social Security Department (SEC/SOC).

Section 2:

**Decent Work and the
Global Economic and
Social Crisis**

Section 2: Decent Work and the Global Economic and Social Crisis

Decent Work means opportunities for women and men to obtain productive work in conditions of freedom, equity, security and human dignity.

The ILO's Decent Work Agenda calls for a development strategy that acknowledges the central role of work in people's lives.

1. Introduction

Decent Work sums up the aspirations of people in their working lives for:

- Rights
- Representation and recognition
- Opportunity and income
- Family stability and personal development
- Fairness and gender equality.

Decent Work reflects the concerns of governments, workers, and employers, who together provide the ILO with its unique tripartite identity.

Decent Work means everyone has the right to:

- Freely chosen employment
- Respect for their fundamental rights at work, including the right to join a trade union and engage in collective bargaining
- Earn an income that meets their basic economic, social and family needs
- An adequate level of social protection for workers and their family members
- Equality between women and men.

The social floor: how social protection safeguards against poverty

Decent Work is more than just core labour standards. The mere absence of slavery, abusive child labour, and the most basic forms of discrimination are not sufficient conditions to make work “decent”. A social floor, or a standard below which no worker should live, must include fair wages, reasonable employment conditions and adequate social security. Trade unions are pivotal for enabling workers to attain that basic social floor.

More, and better, education and health services are a high priority for poverty reduction. UNESCO estimates that some 115 million children are not in school. Using a conservative ratio of one teacher to 40 children, 2.9 million teachers’ jobs would be created if resources were directed to this priority. Instead, waves of privatization have left developing and developed countries with badly under-funded and short-staffed health and education systems.

Why Decent Work is critical for trade justice

“The UN’s ‘Inequality Predicament’ August 2005”⁸

“The process of economic liberalization is typically marked by greater wage ‘flexibility’ and the erosion of minimum wages, a reduction in public sector employment laws and regulations. *The desire for developing countries to attract foreign investment and expand exports frequently leads to a race to the bottom with labour protection.*”

Nowhere is this more evident than in the conditions experienced by workers in Economic Processing Zones (EPZs). EPZ workers, 80 per cent of whom are women, often work long hours and have no right to form a trade union or represent themselves.

Decent Work and social standards are not northern protectionist instruments against the poor south: they are a legitimate claim for human dignity and social fairness. Trade and increasing jobs are not sufficient to lift people out of poverty. By gaining access to DW, people will gain access to transferable skills, to social protection and the ability to build social capital and send their children to school. To escape poverty and reach a sustainable development, especially in today’s crisis conditions, the world’s poor need decent work, not a system based on survival of the fittest.

⁸ The Inequality Predicament. Report on the World Social Situation 2005 - United Nations
http://www.ilo.org/public/english/region/ampro/cinterfor/news/inf_05.pdf

2. The Four Strategic Objectives of Decent Work

The ILO's Decent Work encompasses four strategic objectives. They apply to all workers; women and men, in formal and informal economies, in waged employment or work on their own account, in the fields, in the factories or in offices, in their home or in the community.

(1) **Respecting, promoting and realizing the fundamental principles and rights at work, which are of particular significance, as both rights and enabling conditions that are necessary for the full realization of all of the strategic objectives, noting:**

- ▶ That Freedom of Association and the effective recognition of the right to collective bargaining are particularly important to enable the attainment of the four strategic objectives;
- ▶ That the violation of fundamental principles and rights at work cannot be invoked or otherwise used as a legitimate comparative advantage and that labour standards should not be used for protectionist trade purposes.

(2) **Promoting employment by creating a sustainable institutional and economic environment in which:**

- ▶ Individuals can develop and update the necessary capacities and skills they need to enable them to be productively occupied for their personal fulfilment and the common well-being;
- ▶ All enterprises, public or private, are sustainable to enable growth and the generation of greater employment and income opportunities and prospects for all;
- ▶ Societies can achieve their goals of economic development, good living standards and social progress.

(3) **Developing and enhancing measures of social protection, social security and labour protection that are sustainable and adapted to national circumstances, including:**

- ▶ The extension of social security to all, including measures to provide basic income to all in need of such protection, and adapting its scope and coverage to meet the new needs and uncertainties generated by the rapidity of technological, societal, demographic and economic changes;
- ▶ Healthy and safe working conditions;
- ▶ Policies in regard to wages and earnings, hours and other conditions of work, designed to ensure a just share of the fruits of progress to all and a minimum living wage to all employed and in need of such protection.

(4) Promoting social dialogue and tripartism as the most appropriate methods for:

- ▶ Adapting the implementation of the strategic objectives to the needs and circumstances of each country;
- ▶ Translating economic development into social progress, and social progress into economic development;
- ▶ Facilitating consensus-building on relevant national and international policies that impact on employment and Decent Work strategies and programmes;
- ▶ Making labour law and institutions effective, including in respect of the recognition of the employment relationship, the promotion of good industrial relations, and the building of effective labour inspection systems.

“The four strategic objectives are inseparable, interrelated and mutually supportive. The failure to promote any one of them would harm progress towards the others. To optimize their impact, efforts to promote them should be part of an ILO global and integrated strategy for decent work. Gender equality and non-discrimination must be considered to be cross-cutting issues in the abovementioned strategic objectives”. (The ILO’s Declaration on Social Justice for a Fair Globalization).

What is needed, building upon the ILO’s *Global Employment Agenda*⁹, is macro-economic policies that place full and decent employment at the centre of economic and social policies; this is all the more important in the light of the current global economic and social crisis.

⁹ *Implementing the Global Employment Agenda: Employment strategies in support of decent work, “Vision” document* Geneva, International Labour Office, 2006 ISBN 92-2-118841-8
http://www.ilo.org/wcmsp5/groups/public/—ed_emp/documents/publication/wcms_103335.pdf

3. Decent Work: Breaking the Cycle of Poverty and Sustainable Development

Introduction

Prior to the global economic and social crisis, income inequality had risen both within, and between, nations. In two-thirds of the wealthiest countries that make up the Organisation of Economic Cooperation and Development (OECD), wage increases fell behind wider growth rates in productivity, and the share of wages in national income fell in all countries for which there are data. In developing nations, even before the food price crisis of 2007-2008 and the current crisis, the World Bank (WB) noted that in 46 out of 59 countries examined, inequality had increased over the previous decade. The worsening economic situation, on top of the crisis in the world food system, exacerbates these existing inequalities.

Developing and emerging countries are being hardest hit by the current crisis. Their growth was projected to slip by one to six per cent in 2009, down from 8.3 per cent in 2008 (International Monetary Fund (IMF) 2009). Slow domestic growth means lower tax collection and less investment to reach the Millennium Development Goals (MDG)¹⁰. A slowing global economy means that communities in developing countries will receive lower remittances from overseas migrant workers, who will be the first to suffer from the crisis.

The current crisis has revealed serious weaknesses in the governance mechanisms of the global economy. The effects of this crisis are brutal on workers and its impact is reversing years of very modest economic gains and adding to the very large pool of poverty. It is the most substantial challenge to employment that has been seen in our lifetimes.

Increasing workers' incomes and expanding social protection is particularly important for the recovery of emerging economies that had achieved high growth through export-led development but are now facing a collapse of their major export markets.

Economic recovery in these countries, and also the achievement of sustainable longer-term growth, will depend on their capacity to build up a stronger domestic demand base. This will require improved observance of workers' rights so that trade unions can negotiate wage increases commensurate with increased productivity, and more comprehensive social protection through programmes such as old-age pensions, and healthcare. Such strategies will help to correct the 'global imbalances' in trade and financial flows, and reverse the increased income inequality experienced in many of these countries.

During the 1990s, the economies of Latin America and the Caribbean grew without generating employment. Workers entered the crisis with large DW deficits and now there is a risk that these deficits will deepen if the economies turn into recession. While there is no single blueprint for optimal world governance, governments can start by identifying the requirements of global coherence in areas such as environment, finance, development assistance, workers' rights, migration, labour, health, and energy; where it is self-evident that national governance alone is deficient and that a new world institutional architecture is required in a 'grand global deal'.

¹⁰ <http://www.un.org/millenniumgoals/>

The Need for a New Decision-Making Forum on Economic and Social Policies

A possible starting point is the charter, or legal instrument, on global economic and social governance based on instruments from the Organisation for Economic Cooperation and Development (OECD); the World Trade Organization (WTO); the ILO, the International Monetary Fund (IMF) and the World Bank (WB), proposed by the German Chancellor and the Italian Minister of Finance. This Charter would provide a synthesis of the guiding principles of these bodies, referencing standards such as the core labour standards of the ILO; and the OECD's: Multi National Enterprise (MNE) Guidelines, anti-bribery Convention, and Principles for Corporate Governance. This would combine rules concerning market behaviour with the *"complementary elements regarding employment and enterprise development, social protection, humane working conditions, sound labour relations and rights at work"*, of the ILO's Decent Work Agenda¹¹.

Job creation and public investment must be an essential part of all economic recovery strategies. The reform of global governance systems is integral to ensuring that the world economy remains sustainable after the crisis. Noting that longstanding demands for governance reform of the International Finance Institutions (IFIs) remain unfulfilled, the International Trade Union Confederation (ITUC) urges both the WB and IMF to quickly and substantially increase the representation of developing countries in their decision-making structures. It also suggests that the IMF should monitor recovery programmes and advocate for stronger fiscal stimulus measures if current expansion plans prove insufficient.

The IFIs should:

- Address the imbalances of recent years, such as increased income inequality, that led to this crisis
- Include trade unions and civil society in their discussions and work with other international institutions as they move forward. Not leaving the recovery and reform processes to Finance Ministers
- Confirm a clear break with the failed, anti-growth and anti-jobs economic adjustment programmes they have advocated in the past. In Latin America, the Washington Consensus focused on this orthodox adjustment program, generating the crisis in Argentina in 2001 that led to further structural imbalances in other countries.

¹¹ http://www.ilo.org/global/About_the_ILO/Mainpillars/WhatIsDecentWork/lang-en/index.htm

Key International Roles

The United Nations

The UN system emerged in a key role to address the crisis. A few days before the London Meeting in March 2009, the Committee of Experts on the Global Economy and Financial Crisis, under the coordination of Professor Joseph Stiglitz, submitted a proposal to the United Nations' General Assembly in New York. The approach is notable for proposing the creation of a Global Economic Coordination Council (GEC), equivalent to the Security Council, and as an alternative to the G-20.

This Global Economic Coordination Council, as part of the UN, would meet annually at the head-of-State level to assess development and serve as a *“democratically representative alternative to the G-20. This will ensure consistency and coherence in the policies of international agencies”* (IMF, WB, WTO, and ILO).¹²

The proposal emphasized the situation of developing countries, proposing to secure one per cent of world GDP in their support. It also examined the creation of a global reserve currency, the US dollar combined with others.

Social partners': basis of consensus

Some of the measures that need to be taken are the basis for a consensus among the social partners (employers' and workers' organizations) as set out in the ILO's Statement of the Officers of the Governing Body in November 2008¹²:

- ▶ The use of fiscal and wage measures to stimulate domestic demand to rapid effect and ensure a flow of credit to consumption, trade, and investment;
- ▶ Extending social protection and unemployment benefits, including the extension of social security to all, as well as a minimum living wage to all employed and in need of such protection;
- ▶ Supporting productive, profitable and sustainable enterprises together with a strong social economy and a viable public sector to maximise employment and Decent Work;
- ▶ Implementation of the fundamental principles and rights at work, including freedom of association and the right to collective bargaining;
- ▶ Tripartism and social dialogue, within and across borders, as very relevant for achieving solutions and building social cohesion;
- ▶ Maintaining development aid and providing additional credit lines and support to low-income countries to cushion the crisis.

¹² http://www.ilo.org/wcmsp5/groups/public/—ed_norm/—relconf/documents/meetingdocument/wcms_104657.pdf

In addition to these consensus areas, there is a need to address other aspects of the crisis:

- ▶ Balanced economic policies that include expanding domestic consumption in particular in ‘surplus countries’ and inward industrialisation policies, satisfying basic needs as a key engine of economic growth, combining growth with social equity and seeing incomes as a source of growth, not simply as a consequence of growth. Calls were made for more enterprise development earlier in the discussion but it is not the fact that an enterprise exists that creates economic activity. It is the fact that there is demand, where workers have decent wages with which they buy goods and services;
- ▶ Re-orientating our economies to a low carbon and sustainable path of development by investing in ‘green’ and ‘decent jobs’;
- ▶ Recognizing the valid, vital and legitimate role of the State in industrial and sectoral policies, as well as acknowledging the careful and balanced use of trade and industrial policy measures to build and support new industries and employment;
- ▶ Investment in education, health and other public services and public infrastructure that satisfies basic needs and that create jobs and builds societies of equal opportunity;
- ▶ Restructuring of the financial sector to ensure that its public utility function of channelling saving into productive investment is done in a reliable and secure manner;
- ▶ Acknowledging the significant gaps in regulation, particularly in the financial markets, and addressing these to include limits on speculative investment activity, excessive incomes, and bonus schemes that foster risky and reckless behaviour;
- ▶ Ensuring a new labour market framework that is rights-based with implementation of international labour standards, with coordinated collective bargaining and sectoral bargaining. These are the key means to combine growth with social equitable outcomes, strengthen the role of minimum wages in providing a basic floor for adequate living wages for workers in all countries. This recognizes the need to globalize the industrial relations system, and collective bargaining in order to foster balanced development and address global inequities;
- ▶ Ensuring that a new financial architecture is complemented by a strong social architecture, with a key role for the ILO in the promotion and design of this missing social component of open economies, and ensuring that the multilateral system as a whole promotes DW outcomes through their areas of mandate.

The Global Jobs Pact: the Workers' Group's Response to the Crisis

In June 2009, the International Labour Conference adopted a Global Jobs Pact (GJP) that calls for comprehensive and internationally coordinated policies to address the global financial, economic, employment and social crisis. Important points of the Pact were highlighted by the Workers' Vice-Chair of the conference Mr J Zellhoefer¹³:

- A globally coordinated policy response to achieve DW, based on the Social Justice Declaration;
- Regulation of the global financial markets to ensure that they serve the real economy;
- Creating quality employment through investment in public services and infrastructure;
- Providing an enabling environment for job creation through sustainable enterprises, cooperatives, and the wider social economy;
- Increasing global aggregate demand through a wage-led recovery, collective bargaining, and minimum wages;
- A commitment by employers and workers to collective bargaining;
- A proactive role of governments as employer, procurer and regulator to respect and promote collective bargaining and social dialogue;
- Building adequate social protection for all that, as a first priority, aims at providing a universal basic social protection floor;
- Creating a global trade and development paradigm that gives developing countries the policy, fiscal and legal space to build their own diversified industrial base;
- Making use of the International Labour Standards including its Fundamental Principles and Rights at work, to avoid a downward spiral in labour conditions.

¹³ PR 22 – 19 June 2009:
http://www.ilo.org/wcmsp5/groups/public/—ed_norm/—relconf/documents/meetingdocument/wcms_108688.pdf

Speaking when the GJP was adopted, Sir Roy Trotman, Chairperson of the Workers' group, outlined a number of priority areas:

International policy coherence and coordinated efforts to maintain and create employment

- ▶ No single country can find solutions on its own. Coordination and global rules are imperative. The GJP supports coordinated government measures including expansionary macro-economic stimulus packages to secure existing jobs and create new quality employment by investing in public services, infrastructure, health, education, social security, and green jobs, and applying a wide range of active labour market policy instruments to respond to the jobs crisis.

Efficient regulation of financial markets and trade

- ▶ Global financial markets need to be efficiently regulated to serve the real economy, finance real investment, and generate employment. In the view of the Workers' group this has to include: a more stable exchange rate system.
 - Prohibition of toxic financial products and off-shore banking services;
 - Closure of tax havens;
 - Measures effective against all kinds of tax evasion.
- ▶ Never again should speculators or banks be able to blackmail governments, because they are "too big to fail." Trade has to be efficiently regulated to avoid protectionism, but the trade rules have to take into account the varying development levels of countries in seeking to lift barriers to domestic and foreign markets.

Maintain wage levels and guaranteeing a minimum wage

- ▶ The global downward spiral in wages and working conditions must be stopped. Recovery from the global economic and social crisis requires a wage-led increase in aggregate demand. Social dialogue, collective bargaining, and minimum wages need to be strengthened and decisively applied to maintain wage levels and prevent wage deflation. The State has a particular responsibility to stabilize and protect wage levels by making investment and procurement conditional to the full respect of working conditions and collective bargaining;;
- ▶ Enforced minimum wages establish a wage floor, so that people can no longer be forced to accept starvation wages. The universal application of the ILO's Minimum Wage-Fixing Convention would be an important step to avoid a competitive race to the bottom. (the Minimum Wage-Fixing Machinery Convention, 1928 (No. 26); the Minimum Wage-Fixing Machinery (Agriculture) Convention, 1951) (No. 99); the Minimum Wage-Fixing Convention, 1970) (No. 13)¹⁴.

¹⁴ <http://www.ilo.org/ilolex/English/convdsp1.htm>, (Conventions)
<http://www.ilo.org/ilolex/English/recdisp.1.htm> (Recommendations)

Extending social protection to all

- ▶ Social protection guards vulnerable people against poverty and stabilizes aggregate demand. It must be a key element of the recovery strategy. The extension of the duration and the coverage of unemployment benefits also for temporary and non regular workers is an immediate part of the Pact's vision;
- ▶ Beyond the urgent need for improving unemployment provisions the GJP calls for building a basic social protection floor for all, including: access to healthcare, income security for the elderly and persons with disabilities, child benefits, and income security combined with public employment guarantee schemes for the unemployed and working poor;
- ▶ The international community should provide development assistance and budgetary support in this respect. It is time that solidarity reaches across national borders. Public employment guarantee schemes for the unemployed or the working poor are a key policy instrument to ensure access to minimum wages for workers in the informal economy.

Applying International Labour Standards (ILS)

- ▶ Respect of fundamental principles and rights at work is critical for human dignity. It is also critical to recovery and development. The ILO's International Labour Standards are international policy instruments and are the ILO's prime tools to coordinate and guide labour and social policies. They can prevent a downward spiral in labour conditions and support the recovery process;
- ▶ The GJP underlines the specific value of ILO instruments concerning employment policy, wages, social security, the employment relationship and the termination of employment. This includes labour administration and inspection, migrant workers, labour conditions on public contracts, and occupational safety and health.

Reducing global imbalances and supporting development

- ▶ After this global economic and social crisis, the world must be different; it must be better. Recovery has to be wage-led, and one that strengthens domestic demand in all countries. Trade can only be free, if it is also fair. Developing countries need to have the policy space to develop their own industrial base. The international community, including IFIs, has to make resources available for countercyclical action in countries facing fiscal and policy constraints.
- ▶ Inequality within countries and between countries must be reduced substantially if we are to live in freedom and peace together on this planet. The world community has to support the developing world, and in particular the approximately 50 Least Developed Countries (LDCs)¹⁵, to make sure that DW does not stay a distant dream for millions of workers, many of whom work in the informal economy with no rights, and no protection.

¹⁵ <http://www.un.org/special-rep/ohrls/lcdc/list.htm>

The International Trade Union Confederation's (ITUC's) response to the Global Jobs Pact

The GJP emphasizes the need for social dialogue, and therefore the first step in its implementation needs to be tripartite discussion of its role in formulating national responses to the crisis. Such a consultation process also requires the participation of all relevant ministries dealing in one way or another with the crisis, so as to ensure policy coherence in the responses to it.

The ITUC insists that the GJP clearly identifies the lack of aggregate demand as one of the main causes and risks of the deepening employment crisis, and provides a number of policy tools to increase aggregate demand and combat wage deflation.

The policies advocated in the GJP for immediate action include, in particular:

Boosting effective demand, including through the use of stimulus packages

- Many resources are currently being allocated to bailing out the financial system alone, but it is important that stimulus packages contribute to the creation of decent employment (such as public job creation schemes, increasing investment in infrastructure, research and development, public services and 'green' production and services) or directly lead to maintaining or increasing demand by providing unemployment benefits, or partial unemployment benefits in the case of reduced working time schemes.

Maintaining wage levels and avoiding deflationary wage spirals

- Wage reductions will lead to lower aggregate demand that has to be avoided in order to prevent the crisis getting worse. In order to prevent deflationary wage spirals, affiliates can use tripartite social dialogue to set out the risks of deflation; undertake collective bargaining to counter deflation; contribute to setting of minimum living wages so as to build a minimum wage floor into the system; and work to narrow the gender pay gap.

Keeping people in jobs has to be a key priority

- At the same time, any reduced working time and wages must be compensated with partial unemployment benefits so as to maintain aggregate demand. Reduced working time arrangements could also be used to provide training and skills development.

Expanding social protection

- Both as an immediate response, and in order to provide automatic stabilizers for the future, a basic social protection floor needs to be built everywhere and, where there is already a floor in existence, social security coverage should be extended. The GJP's call for a basic social floor and the extension of social security for all is a major step forward in advancing these trade union priorities;

- Trade union demands must ensure, as a minimum that all people are protected against ill-health, unemployment, old age and disability risks, and that child benefits are provided. It is important to include temporary and non-regular workers in such schemes.

Security in old-age

- Pension funds have suffered losses in some countries and measures by governments are required to ensure minimum benefit guarantees. Safeguards also need to be built into current and future schemes to ensure better protection of workers' savings.

The ITUC stresses that the response has to address the root causes of the crisis. Vested interests will certainly defend the current system, but a sustainable and fair global economy is only possible if thorough systemic changes are made and with particular emphasis on the GJP:

- The important role of the State is demonstrated clearly by the failings that led to the crisis as well as through the important role taken by governments in the various responses. This role is essential in order to restrain the excesses and inherent instabilities of unregulated free markets as well as to ensure an equitable distribution of costs and benefits and achieve good working conditions and adequate incomes for all;
- The GJP recognizes this important role for the State, which in the case of developing countries also means a role for the State in the development process. Trade unions can play an important role in promoting the role, responsibility and transparency of the state in response to the crisis and beyond;
- The need to reduce inequity and to provide adequate resources for social protection;
- Transformation to a green, sustainable economy with 'green jobs';
- A financial sector at the service of the real economy. The GJP should be used to engage in tripartite discussions about how to make the financial sector accountable and responsive to the real economy. This requires the regulation of the financial sector, transparency, proper taxation, and incentives for investments in productive capacities rather than speculation;
- A rethinking of the export-led growth model that led to the vulnerability of economies and workers, and to specialization in low value-added production in many developing countries. A domestic growth-led strategy is needed instead, based on domestic consumption and diversified and value-added domestic production and industrialization to boost local demand and development
- The GJP clearly states that *"varying development levels of countries must be taken into account in lifting barriers to domestic and foreign markets"*. Liberalization of trade needs to be undertaken carefully, respecting development levels and policy space needs. At the same time a new development model requires affordable access for developing countries to green technology to build industries for the future

- Multidimensional programmes to realize Decent Work and development in Least Developed Countries. This recognition has to be materialized through tripartite demands for assistance for such comprehensive programmes that trade union organizations in LDCs can propose
- Upholding commitments made at the international level, such as development assistance, budgetary assistance for developing countries for social protection and countercyclical spending, reinforced commitment to the MDGs and no further accumulation of debt.

The Trade Unions' Role

- ▶ The crisis risks eroding workers' rights and labour standards. In particular, freedom of association, the right to organize, and the right to collective bargaining need to be upheld and reinforced. One must push for measures to promote respect of these fundamental standards as a core part of the crisis response;
- ▶ Trade union organizations are urged to use the ILO's DWCP and, if there is a DWCP in your country, to reassess the priorities of these programmes so as to respond to the crisis by using the different elements of the GJP. It is important to put more pressure on governments to change towards a more sustainable economic model and to include the respect for freedom of association and the right to collective bargaining as a basis for all programmes;
- ▶ The GJP includes a set of labour standards that are particularly relevant in times of crisis, and which merit ratification and implementation. This set of standards relates to employment policy, wages, social security, the employment relationship, the termination of employment, labour administration and inspection, migrant workers, labour conditions on public contracts, occupational safety and health, working hours and social dialogue mechanisms;
- ▶ Trade unions should promote the ratification and implementation of these standards, including by using the mechanisms provided for in Convention No. 144 (Tripartite Consultation (International Labour Standards) Convention, 1976 for those countries having ratified it. The GJP further advocates a strengthening of labour inspection;
- ▶ The GJP recommends the use of the ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration) to respond to the crisis. This entails engaging with MNEs to ensure socially responsible practices, decent work in supply chains, transfer of technology to developing countries and respect for freedom of association and collective bargaining.

ACTRAV recommends the dissemination and promotion of the GJP and its wide use, including in fora with other organizations such as non-governmental organizations (NGOs), country offices of international organizations and as relevant to the UN Concept of 'Delivering as One', on programmes and initiatives.

4. The components of a ‘Decent Job’

Simply having a job does not guarantee a living income. In addition to the unemployed, many of the world’s workers are underemployed, sometimes working a number of jobs on an irregular or casual basis. These workers have no job security. In Asia alone, one billion people work but earn less than two US dollars per day. They are called ‘the working poor’ because despite having a job, they do not have enough to live off. Women comprise about 60 per cent of the world’s working poor, and they are often the most under-employed and the most exploited.

Workers often work in unsafe conditions, are discriminated against or in worst case scenarios, engaged in slavery or child labour, as well as not earning enough to live off. Over 2 million workers die every year of work-related diseases and accidents. At least 12.3 million people are trapped in forced labour worldwide, with an estimated 2.4 million from human trafficking. There are 250 million child labourers, and this figure only includes children who are paid for their work, as opposed to working alongside their families, as is often the case in agriculture. It is workers in developing countries that bear the brunt of these cruel work practices as poverty gives them little or no choice. Within this category women are often the most affected.

International Labour Standards (ILS)

Since 1919, the ILO has maintained and developed a system of International Labour Standards, aimed at promoting opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security, and dignity. In today’s globalized economy, international labour standards are an essential component in the international framework for ensuring that the growth of the global economy provides benefits to all.

The ILO’s Declaration on Social Justice for a Fair Globalization affirmed the relevance of the ILO’s mandate to promote social justice using all the means available to it, including the promotion of international labour standards. It underlined that, in order to reach these objectives the Organization must *“promote the ILO’s standard-setting policy as a cornerstone of ILO activities by enhancing its relevance to the world of work, and ensure the role of standards as a useful means of achieving the constitutional objectives of the Organization”*.

International labour standards are not only a path for Decent Work; they also constitute a valid means of improving economic and social performance. A market governed by a fair set of rules and institutions is more efficient and brings benefits to everyone. The labour market is no different. Fair labour practices set out in international labour standards and applied through a national legal system ensure an efficient and stable labour market for workers and employers.

International Labour Standards and the Informal Economy

- ▶ International labour standards are effective tools in all labour situations; including the informal economy, where a large number of workers are now found, especially in developing and transition economies;
- ▶ Most standards apply to all workers, not only those with formal work arrangements; the standards dealing with home workers, migrant and rural workers, and indigenous and tribal peoples, deal specifically with areas of the informal economy;
- ▶ The extension of freedom of association, social protection, occupational safety and health, vocational training, and other measures required by international labour standards have proved to be effective strategies in reducing poverty and bringing workers into the formal economy;
- ▶ In combination with a set of defined rights and rules, functioning legal institutions can help formalize the economy and create a climate of trust and order, which is essential for economic growth and development.

The global economic and social crisis has far-reaching consequences for all sectors of societies. Employers, workers and their families are all affected, and massive poverty and growing social inequality is spreading across national borders and social groups. There is a real risk that the crisis will prevent progress and also jeopardize what has already been achieved in the field of labour rights in poor countries.

Ratification gaps and violations of labour standards give non-complying countries an unfair advantage in the global trade system but, more importantly, they also aggravate the human crisis for those who are most vulnerable.

The Decent Work Agenda¹⁶ relies on the promotion and realization of universally applicable standards and fundamental principles and rights at work as one of its four pillars. Labour standards, along with social protection and social dialogue must not be undermined in the crisis and its responses. Rather, these core values of the ILO must be put at the centre of the pursuit of an employment-intensive, poverty-reducing and low-carbon growth pattern to overcome the crisis.

¹⁶ http://www.ilo.org/global/About_the_ILO/Mainpillars/WhatIsDecentWork/lang—en/index.htm

Relevance of ILO Instruments in the crisis context

The ILO has a comprehensive set of instruments to protect workers' rights. The following are examples of the relevance of these instruments in the context of the crisis:

→ ***The Protection of Wages Convention, 1949 (No. 95), and the Protection of Workers' Claims (Employer's Insolvency) Convention, 1992 (No. 173), including associated Recommendations***

As pressures on companies increase these two Conventions lay out constructive measures for protecting workers' wages and proceeding fairly in cases of an employer's insolvency.

→ ***The Termination of Employment Convention, 1982 (No. 158), and Recommendation (No. 166)***

Where lay-offs arise, this Convention shows how terminations can take place in a balanced manner; it is important to ensure that terminations are not discriminatory on any of the grounds provided in the fundamental Conventions.

→ ***The Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy 1977 (MNE Declaration)***

The provisions of these Declarations are particularly useful in managing the effects of the recession along global supply chains.

→ ***The Employment Relationship Recommendation, 2006 (No. 198)***

This Recommendation is useful for protecting the employment security of workers in atypical employment situations.

→ ***The Migration for Employment Convention (Revised), 1949 (No. 97) and the Migrant Workers' (Supplementary Provisions) Convention, 1975 (No. 143)***

These Instruments are very relevant for migrant workers, given that this group is particularly vulnerable in the context of the downturn in labour markets.

→ ***The Labour Clauses (Public Contracts) Convention, 1949 (No. 94); the Labour Relations (Public Sector) Convention, 1978 (No. 151); the Collective Bargaining Convention, 1981 (No. 154); and the Occupational Safety and Health Convention, 1981 (No. 155)***

These Conventions can help ensure that investments financed by public stimulus packages generate jobs with decent pay and working conditions.

→ ***The Forced Labour Convention, 1930 (No. 29); the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87); the Right to Organise and Collective Bargaining Convention, 1949 (No. 98); the Abolition of Forced Labour Convention, 1957 (No. 105); the Equal Remuneration Convention, 1951 (No. 100); the Discrimination (Employment and Occupation) Convention, 1958 (No. 111); the Minimum Age Convention, 1973 (No. 138) and the Worst Forms of Child Labour Convention, 1999 (No. 182)***

In the context of enhancing social protection, these eight fundamental Conventions can guide poverty alleviation efforts and, along with Convention No. 102 (the Social Security (Minimum Standards) Convention, 1952), strengthen social security systems. Fundamental Conventions are crucial to ensuring a more balanced distribution of the gains from economic growth and reducing excessive inequalities – a key factor behind the crisis.

➔ ***The Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144); the Tripartite Consultation (Activities of the International Labour Organization) Recommendation, 1976 (No. 152); the Consultation (Industrial and National Levels) Recommendation, 1960 (No. 113); the MNE Declaration and the Workers' Representatives Convention, 1985 (No. 135)***

These social dialogue mechanisms and processes are a crucial part of the strategy and any social dialogue mechanism presupposes the respect for freedom of association.

➔ ***The Employment Policy Convention, 1964 (No. 122); the Labour Inspection Convention, 1947 (No. 81), and the Labour Inspection (Agriculture) Convention, 1969 (No. 129)***

Based on policies for full, productive, and freely chosen employment these conventions can provide a useful overarching framework for international action. Effective labour inspection is also an essential tool to prevent abuses of workers' rights.

Trade Unions and Capacity-Building: a Pre-Condition of a Successful Decent Work Agenda

This Section is built on the 'The role of trade unions in workers' education: The key to trade union capacity building',¹⁷ Background paper, International Workers' Symposium, Geneva, 8–12 October 2007.

Globalization has brought rapid changes in the world of work, and trade unionists throughout the world are daily facing new challenges and acquiring new responsibilities. Unbalanced patterns in investment, trade, and labour markets are the prime sources of today's political turbulence. Workers' representatives are increasingly being called upon to participate in the development of economic, social, and cultural policies at national, regional, and international levels.

To successfully cope with these new issues, trade unions need a growing range of professional and technical knowledge and skills to complement the traditional, because the union functions of organizing, collective bargaining, and grievance handling have become more complicated.

- ▶ New and heavy demands are being placed on workers' education (which is distinguished from other forms of education because it is carried out for, through, and generally by, trade unions). As unions confront globalization with the rise of knowledge-based economies and the informal economy, labour education for members, leaders, and staff has never been more important;
- ▶ Learning how to effectively address these, and other issues, is the key to the continuing growth of the labour movement. Extending union membership and coverage becomes critical to the success of the DWA;

¹⁷ http://www.ilo.org/wcmsp5/groups/public/—ed_dialogue/—actrav/documents/meetingdocument/wcms_112434.pdf

- In order to assist the labour movement to learn how to increase the knowledge and skills to face the new challenges there will need to be improved funding for workers' education. Worker education needs to be linked to labour research and workplace issues, and relevant to a broader spectrum of working people; methodologies need updating and practitioners need more training.

DW should be at the heart of global, national, and local strategies for economic and social progress. It is central to efforts to reduce poverty and is a means for achieving equitable, inclusive and sustainable development. The DWA and the principles of the Declaration on Social Justice for a Fair Globalization should underpin all workers' capacity-building activities and the ILO core labour standards should, on top of all other ILS, be at the heart of workers' capacity-building work.

Pursuing the Decent Work Agenda: a fundamental role for sustainable labour structures

For a number of years, the Workers' group of the ILO's Governing Body has been concerned with the key question of developing within the ILO a capacity-building strategy based on labour education, and has defined capacity-building as:

'What the Organization does, within the framework of its institutional mandate, to strengthen the capacity of its constituents and partners to devise, plan, implement and consolidate an agreed Decent Work Agenda at local, national, regional and global levels. What the Organization does, within this framework, must also, as far as means allow, seek to guarantee coherence among (economic, social, commercial, financial, etc.) development policies.'

A crucial element in promoting the ILO's DWA is support for the institutional building of workers' organizations. In order to better serve its constituents and, in particular, workers' organizations, the ILO needs to develop a policy on capacity-building and a more focused vision on institutional building.

For workers' organizations it means better organization of educational structures and training capacities to support the structures of trade unions with units and departments that cover a range of functions and services.

The role of trade union education in Decent Work actions

Labour educators can play a crucial role in helping to support the DWA by adopting an *'organize the organized'* approach.

They can also take advantage of every opportunity possible to inform workers about the DWA and its objectives.

This can provide an impetus to international labour education, increase its profile among labour leaders and attract young people to participate and become educators themselves.

Organizers of an education campaign in support of the DWA need to consider the ideas and strategies labour educators have developed in the past few years.

They include:

- Developing a catalogue of materials about DW for labour educators and, if necessary, creating new accessible materials
- Ensuring that all avenues of information dissemination, such as union newspapers and websites, are provided with information about the DW campaign
- Providing concise, easy-to-read material in many languages for distribution in trade union schools and labour education activities and programmes
- Seeking funds, managed by trained union project managers, to focus directly on the campaign
- Supplementing face-to-face campaign activities with distance education
- Organizing campaign-based initiatives for workers involved in informal economies and Export Processing Zones (EPZs)
- Building coalitions with civil society organizations that respect the DWA and accept that it is the role of unions to represent working people.

Wages

This Section is built on the documents of the 91st Session (June 2003) of the International Labour Conference's conclusions concerning the scope of the employment relationship¹⁸.

Wage employment and wages are central to the world of work. Approximately half the global labour force works for a wage. Living standards and the livelihood of wage-earners and families depend on the level of wages and when and how they are adjusted and paid.

Wages are a major component of overall consumption and a key factor in the economic performance of countries. A general trend is that wages have grown at a substantially slower pace than GDP per capita. A majority of ILO Member States registered a decline in the share of national income that goes to wages, suggesting a lag between the growth in productivity and the growth in wage.

The legitimacy of globalization, and of open economies and societies, hinges critically on greater fairness in outcomes. Central to this fairness is the ability of working women and men to obtain a fair share of the wealth they create.

The ILO Declaration on Social Justice for a Fair Globalization supports “*policies in regard to wages and earnings, hours and other conditions of work, designed to ensure a just share of the fruits of progress to all and a minimum living wage to all employed and in need of such protection*”.

For many workers difficult times lie ahead. Slow or negative economic growth combined with highly volatile prices will erode the real wages of many workers, particularly low-wage

¹⁸ *The scope of the employment relationship* ISBN 92-2-112879-2
<http://www.ilo.org/public/english/standards/relm/ilc/ilc91/pdf/rep-v.pdf>

and poorer households. In many countries, the middle classes are also likely to be affected. As a result, tensions over wages will intensify, and the workplace may become more vulnerable to wage-related disputes.

Possible actions and solutions

In the short-term, governments are encouraged to display a strong commitment towards protecting the purchasing power of their populations and hence stimulating internal consumption.

This requires a coherent combination of wage policies:

- Collective bargaining should be promoted, and social partners should be encouraged to negotiate ways to prevent a further deterioration in the wage share and growth of wage differentials; while taking into account the specific conditions in their sector or enterprise;
- The levels of minimum wages should be maintained wherever possible to protect the most vulnerable workers. It would be neither fair nor economically desirable to make wages the only adjustment variable. If wages bear a disproportionate part of the burden, the result will be a further decline in the share of wages relative to the share of profits in GDP;
- This emphasis on minimum wages and wage bargaining should be complemented by public intervention through income support measures to benefit poorer households;
- The majority of wage earners around the world are unorganized or not covered by collective agreements. In addition, the recent macroeconomic developments are likely to make wage bargaining more difficult, as pressures on enterprises are increasing.

There is a need to:

- Re-iterate the principle that bargaining and negotiation are the most effective methods of wage determination since they reflect the needs and interests of both workers and employers;
- Revisit minimum wages, considering the contribution they could make in the new global context;
- Strengthen the coherence between wage policies and other social and economic policies, with a view to contributing towards the objective of ensuring decent wages and social justice for workers in both developed and developing countries;
- Investigate the gender pay gap more thoroughly, with a special focus on the developing world. The size of, and change in, the gender pay gap and its underlying factors should be identified and used as a base for policy decisions.

Diversification in the workforce, and in employment patterns, will have implications for wages

Performance-related pay and profit-sharing schemes, which relate wages to profits or other measures of enterprise performance, are worth exploring further. It would be worth studying in more detail how the development of these schemes could help preserve the wage share for workers while also responding to employers' concerns that wages be aligned with productivity levels.

Another area that concerns many countries, and requires in-depth analysis, is how to reform public sector pay, in order to bring pay levels into line with the private sector and to ensure the overall coherence of national wage policies. A particularly important challenge is to investigate ways to extend collective agreements on wages to non-union members, particularly workers in non-standard employment or informal workers.

The Employment Relationship

This Section is built on the documents of the 91st Session (June 2003) of the International Labour Conference's conclusions concerning the scope of the employment relationship¹⁹.

The ILO should allocate resources for a programme of technical cooperation, assistance and guidance to member States on the scope and application of the employment relationship, to address:

- The scope of the law;
- General aspects of the employment relationship;
- Access to Courts;
- Policy guidelines and capacity-building to strengthen administrative and judicial action to promote compliance.

The protection of workers is at the heart of the ILO's mandate. Within the framework of the DWA, all workers, regardless of employment status, should work in conditions of decency and dignity. There are rights and entitlements which exist under laws, regulations and collective agreements and which are specific to, or linked to, workers who work within the scope of an employment relationship.

The employment relationship is a notion which creates a legal link between a person, called the “employee”, with another person, called the “employer”, to whom she or he provides labour or services under certain conditions in return for remuneration.

One of the consequences associated with changes in the structure of the labour market, the organization of work and the deficient application of the law is the growing phenomenon of workers who are in fact employees but find themselves without the

¹⁹ *The scope of the employment relationship* ISBN 92-2-112879-2
<http://www.ilo.org/public/english/standards/relm/ilc/ilc91/pdf/rep-v.pdf>

protection of an employment relationship. This form of false self-employment is more common in less formalized economies. However, many countries with well-structured labour markets also experience an increase in this phenomenon.

Legal Status

Employers and workers should know their status and their respective rights and obligations under the law.

- ▶ Laws should be drafted in such a way that they are adapted to the national context and provide adequate security and flexibility to address the realities of the labour market and provide benefits to the labour market;
- ▶ While laws can never fully anticipate every situation arising in the labour market, it is nonetheless important that legal loopholes are not created or allowed to persist;
- ▶ Laws and their interpretation should be compatible with the objectives of DW and improve the quantity and quality of employment and be flexible enough not to impede innovative forms of decent employment;
- ▶ Social dialogue with tripartite participation is a key means to ensure that legislative reform leads to clarity and predictability.

Disguised employment occurs when the employer treats a person who is an employee as other than an employee so as to hide his or her true legal status. This can occur through the inappropriate use of civil or commercial arrangements. It is detrimental to the interests of workers and employers and an abuse that is inimical to Decent Work and should not be tolerated.

Employment Protection

Triangular employment relationships, where the work or services of the worker are provided to a third party (the user) need to be examined because they may result in a lack of protection to the detriment of the employee.

The major issues consist of determining who the employer is, what rights the worker has, and who is responsible for them. Mechanisms are needed to clarify the relationship between the various parties in order to allocate responsibilities between them.

It should be noted in this respect that a particular form of triangular employment relationship relating to the provision of work or services through temporary work agencies has already been addressed by the Private Employment Agencies Convention, 1997 (No. 181), and its accompanying Recommendation (No. 188).

Compliance with the law

Respect for the law is a fundamental principle and there should be a strong political commitment from the State to ensure compliance; supporting all mechanisms that facilitate this and involving the social partners where appropriate.

Including:

- ▶ Cooperation between the different government enforcement agencies, particularly the labour inspectorate, the social security administration and the tax authorities, with greater coordination with the police and the customs services;
- ▶ The pooling and more efficient use of resources and data to combat abuses arising out of disguised employment arrangements;
- ▶ Providing a system of labour inspection (the Labour Inspection Convention, 1947 (No. 81) to secure the enforcement of the legal provisions relating to conditions of work and the protection of workers while engaged in their work;
- ▶ Providing training materials, including guidelines elaborated by the social partners, can help to enhance the skills of the staff and their capacity to effectively tackle the problems associated with disguised and ambiguous relationships.

Labour administrations, in line with the role envisaged for them under the Labour Administration Convention, 1978 (No. 150) can also play an important role at the earlier stages of the formulation of laws and regulations. These are aimed at addressing the problems relating to the scope of the employment relationship. Employers' and workers' organizations need to be closely associated with the rule-making process and machinery.

Employment protection and gender equality

- ▶ There is evidence that the lack of labour protection for dependent workers exacerbates gender inequalities in the labour market;
- ▶ Worldwide data confirms increased participation by women in the workforce, particularly in the informal economy where there is a high prevalence of ambiguous or disguised employment relationships;
- ▶ The gender dimension of the problem is reinforced because women workers predominate in certain occupations and sectors where the proportion of disguised and ambiguous employment relationships is relatively high;
- ▶ Examples are domestic work, the textile and clothing industry, sales and supermarket jobs, nursing and care professions and home work;
- ▶ Exclusions or restrictions in relation to certain rights, as in some export processing zones, clearly disproportionately impact on women;

- ▶ There is a need for clearer policies on gender equality and better enforcement of the relevant laws and agreements at national level so that the gender dimension of the problem can be effectively addressed;
- ▶ At the international level, the Equal Remuneration Convention, 1951 (No. 100), and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), clearly apply to all workers and the Maternity Protection Convention, 2000 (No. 183), specifies that it “applies to all employed women, including those in atypical forms of dependent work”.

Gender Equality

This Section is based on ‘Gender equality at the heart of Decent Work’, ILO magazine World of Work²⁰, No. 65, April 2009

Gender equality in the world of work was enshrined in the ILO Constitution from day one, and has since been reflected in all relevant adopted international labour standards.

The four key ILO gender equality Conventions are:

- The Equal Remuneration Convention, 1951 (No. 100);
- The Discrimination (Employment and Occupation) Convention, 1958 (No. 111);
- The Workers with Family Responsibilities Convention, 1981 (No. 156);
- The Maternity Protection Convention, 2000 (No. 183).

There was an increase of 22 million in the number of unemployed women in 2009. As a result of the different employment situation for women and men before the crisis women and men have been impacted differently from the beginning of the economic downturn.

Weak labour market situations are exacerbated by crises. During the first stage of the current crisis more men than women lost jobs in developed economies because the sectors where most job losses occurred, such as manufacturing and construction, are male-dominated sectors. This “tip of the iceberg” is predicted to be outdone by female job losses in the next wave of bankruptcies, closures and retrenchments.

The ILO’s Director-General, Mr Juan Somavia said that gender equality should be a key principle in any policy response, as the effects of the economic and financial crisis go beyond the scope of women in the world of work. They also have an impact on the overall stability of society, considering the various roles that women play. He stressed:

“Gender inequality in the world of work has long been with us – but it is likely that it will be exacerbated by the crisis. In times of economic upheaval, women often experience the negative consequences more rapidly and are slower to enjoy the benefits of recovery. And

²⁰ http://www.ilo.org/wcmsp5/groups/public/—dgreports/—dcomm/documents/publication/wcms_105172.pdf

already before the crisis, the majority of working women were in the informal economy with lower earnings and less social protection.” International Women’s Day Statement D-G²¹

There is a need to:

- Rebalance the burden placed on women and address the impact of globalization, such as sustainable and quality jobs that are open to both men and women;
- Broaden social protection, including unemployment benefits and insurance schemes that recognize women’s vulnerable position in the labour market;
- Have the active inclusion of women in decision-making processes and social dialogue.

The ILO Conventions, especially the fundamental texts on non-discrimination and equal pay, are the starting point, as they provide the legal framework for gender equality in the world of work. The ILO continues to advocate for the ratification of these Conventions.

In everyday life, sex discrimination in the world of work continues to be a major problem; be it in terms of equal employment opportunities, working conditions or pay. Through assistance to governments, employers’ and workers’ organizations, technical cooperation projects, training and communication work, the ILO’s Gender Bureau contributes to the necessary societal and behavioural changes. However, this is a long-term process, as traditional gender stereotypes are very strong.

The 2009 ILC discussion on the issue of Gender Equality²²:

“Urgent measures are required in times of crisis to address accumulated and persisting disadvantages of working women. The discussions of the Gender Equality Committee had shown that eliminating sex discrimination at work did not necessarily advance equality. Proactive support and enabling conditions were required to advance equality. Immediate measures should combine efforts to address the root causes of inequality and to meet the needs of working women. With respect to the crisis, their Committee considered that there was a need for a gender lens to help address the differential impact of the crisis on both women and men with a focus on the specific vulnerability of women.”

In the effort to respond to the crisis, the messages from the Committee on Gender Equality were consistent with those of the 2009 ILC Committee of the Crisis.

There needs to be:

- ▶ A generation of decent jobs, and with the provision of greater public support for working women;
- ▶ Investment in social infrastructure, including in child and dependents’ care facilities that would create jobs and help women to sustain employment;
- ▶ The establishment of a basic social security floor for all;
- ▶ Introduction of minimum living wages;

²¹ <http://www.oitchile.cl/pdf/09-07.pdf>

²² http://www.ilo.org/wcmsp5/groups/public/—ed_norm/—normes/documents/publication/wcms_088023.pdf

- ▶ Promotion of gender-sensitive collective bargaining and social dialogue;
- ▶ Promotion of stable employment relationships.

Equality is an automatic stabilizer that would help boost demand through improved income for women. Short-term measures must be consistent with the objective of achieving gender equality. The convergence of short- and long-term measures should lead from equality of opportunity to equality in outcomes. Stable, decent employment should be increased for women and men, alike and working women must receive equal pay for work of equal value.

The Decent Work Agenda in Rural Areas

This Section is built on the report to 97th Session of the International Labour Conference (2008) 'Promotion of Rural Employment for Poverty Reduction'.²³

The complexity of rural poverty and rural labour markets

- ▶ Three-quarters of the world's poor live in rural areas, making the promotion of rural employment for poverty reduction fundamental both to the realization of the MDG to halve extreme poverty and hunger by 2015, and for the realization of Decent Work for all. However, the rural poor and rural areas are heterogeneous categories. Rural economies are generally mixed, households typically concurrently undertake both farming and off-farm activities and work opportunities reflect a multitude of social and economic factors, including social norms, seasonality and migration patterns.
- ▶ Although rural labour markets are diverse, they typically comprise a large number of low-skilled, poorly-remunerated agricultural jobs, with often relatively low productivity, survival-oriented, self-waged and waged off-farm employment. They also have a much smaller range of high-skilled, relatively highly productive and remunerated jobs. The balance between these two segments depends on levels of development and other country-specific conditions. In addition, especially in developing countries, rural areas face various governance challenges and labour markets tend to be poorly regulated, and Decent Work deficits are typically stark.

Policy-making and implementation challenges:

- ▶ Policy outcomes are typically multivariate and sometimes difficult to predict and poverty-targeted policies may have outcomes where some rural poor people gain and others may lose. For example, raising the price of food staples will hurt net buyers of food (who constitute the largest group of rural

²³ http://www.ilo.org/wcmsp5/groups/public/—ed_norm/—relconf/documents/meetingdocument/wcms_091721.pdf

poor in some countries) and benefit net sellers of food (who constitute the largest group of rural poor in other countries);

- ▶ Increasing migration from rural areas may lift some people out of poverty but take others to a life of misery in an urban slum. These examples illustrate that policies to address rural poverty cannot be treated in isolation. Even *within* rural households, poverty will be experienced in different ways, and policies need to be designed to take account of, for example, prevailing gender norms because men and women are likely to experience poverty differently. There are no blueprint solutions to promote employment and reduce poverty in rural areas. Policies must be context-specific if they are to have any chance of success.

Sustainable growth and integrated responses based on the Decent Work Agenda

- ▶ Growth is fundamental to development, and the private sector is a key driver of growth in rural as well as in urban areas. Growth needs to be economically, socially and environmentally sustainable. Growth is a necessary, but not a sufficient, condition for poverty reduction. The pattern and distribution of growth and, in particular, the degree to which growth creates jobs will determine whether growth is pro-poor or not. Sound and stable macroeconomic policy and good management of the economy calls for monetary, fiscal and exchange rate policies that guarantee stable and predictable economic conditions
- ▶ Sound economic management can balance the twin objectives of creating more and better jobs with combating inflation; at the same time policies and regulations can be provided that stimulate long-term productive investment in rural areas. Attention can be given to increasing aggregate demand as a source of economic growth in rural areas. In the case of developing countries, growth usually requires the support of the international community through debt relief, overseas development assistance (ODA) and better access to developed country markets. Governments have a vital role to play in underpinning growth in rural areas through a range of interventions
- ▶ Agriculture plays a pivotal role in the growth and structural transformation of economies. Growth originating in agriculture is particularly effective in reducing poverty because so many poor people reside in rural areas. Agricultural productivity determines food prices and has a major influence on rural incomes and wage costs. Many developing countries retain comparative advantages in primary activities (agricultural and natural resources) and experience strong multiplier effects of growth in agricultural output. Historically, agricultural growth was the precursor to growth elsewhere in the economy and although conditions today do not mirror those previously experienced by developed countries, the nature of agriculture as the foundation for early growth is well established

- ▶ Rapidly growing rural populations that outpace growth in opportunities for agricultural employment imply that creating jobs and reducing poverty in rural areas requires increased depth and diversity of rural economies. This implies the need for programmes and policies to stimulate activities that make use of resource endowments in rural areas. For example, agro-processing and tourism, but as the rural and urban spheres become ever more interconnected, rural economies are likely to become more diversified in terms of the livelihood activities undertaken
- ▶ Good governance with stronger government and society institutions provide the framework for generating more and better jobs through growth in rural areas. Generating more and better jobs and reducing poverty in rural areas calls for better management of the political economy of agricultural policies. This will assist in overcoming policy biases against rural areas, including under-investment and poor investment. Good governance means strengthening the capacity of the state; strengthening civil society; boosting democracy, voice and representation to give effect to freedom of association and social dialogue; better delivery of services, through decentralization, community driven and territorial approaches; and, at the international level, trade reforms
- ▶ Rural poverty cannot be reduced by relying on structural change and migration to urban metropolitan areas because the movement of unprepared poor individuals ends up displacing rather than reducing poverty. Territorial approaches are needed to build local competitive advantages and focus on systemic competitiveness. Competitive advantage is created, not inherited, and natural endowments and similar comparative advantages are just as important as the dynamism of entrepreneurs and the intensity of local competition and the ability of local actors to engage in effective collective action
- ▶ The territorial approach is an important way to promote rural development. It favours the advance of all economic activities in the rural territories, not just agriculture; promotes the participation of local populations and the strengthening of local institutions; takes a strategic planning approach based on identifying potential development axes for the territory, making good economic use of the different territorial assets, and promoting economic coordination institutions in the territory; and takes advantage of territorial identity as a development asset.

Strategic objectives and policy guidelines

- ▶ Rural markets are characterized by significant market failures which result in inefficient and inequitable outcomes. The heterogeneity and segmentation of rural labour markets affect the potential benefits of growth and development. Economic growth is necessary for poverty reduction but it does not necessarily lead to employment growth and when it does, it does not

necessarily follow that Decent Jobs are created. In addition to the rate of growth, the pattern and distribution of growth are also important for poverty reduction. In rural areas, the fundamental challenge is about creating both more productive jobs in agriculture and the off-farm economy, and ensuring that jobs are decent.

Fundamental principles and rights at work

- These apply to all those in the world of work; they ensure freedom of association, the right to collective bargaining, the elimination of child labour, the abolition of forced labour and non-discrimination. In the rural world, however, even fundamental rights are often denied. This is seen in the violence perpetrated against those who organize and represent the rural poor, in the high levels of child labour in agriculture, estimated at 70 per cent of the global total, in the perpetuation of bonded labour and in unequal treatment before the law. Much rural work is not currently governed by national labour law. Absence of an employment contract results in exclusion from the protection of the labour code. Lack of minimum wage rates and competition for paid work under any conditions leave the rural working poor even poorer.

Decent Work in the rural environment

Decent work provides an organizing concept or framework for addressing the multiple challenges connected to pro-poor rural employment. Decent Work *per se* does not bring with it a set of prescriptive mechanisms, policies or targets but provides a framework against which various policies, reforms, development programmes or regulatory initiatives might be assessed.

Using the concept of Decent Work as part of a policy-formation process raises various basic questions that must be asked of proposed interventions for promoting rural employment and poverty reduction.

It is important to note the emphasis on Decent Work as an integrated whole with interdependency between the Decent Work pillars. While the conceptual position stresses the unitary nature of the concept, in practical terms, as evidenced by a DWCP, certain goals will achieve prominence over others depending on the local requirements. Such prioritization results from an identification of the relative scale of Decent Work deficits in rural areas and from identification of what constraints and policy interventions are more effective for achieving certain objectives.

DW is a universal concept, this does not imply uniformity but the need for variations in policy approaches adopted to achieve DW depending on national, local and sectoral circumstances. It is therefore inevitable that different elements of the DWA come to the fore depending on the nature of the issue being addressed.

Emphasis on one part of the Agenda does not imply that other aspects are being ignored. The validity of the overall integrated framework can still be maintained. The DWA, applied to the challenge of the promotion of rural employment for poverty reduction, serves as a unifying theme that combines economic competitiveness and social justice within a development framework.

DW in rural areas needs to be anchored in a sustainable development paradigm. The promotion of rural employment and reduction of poverty in rural areas are multidimensional challenges which require policies to address the economic, social and environmental pillars of sustainable development. There is a mutual interdependence between the growth and development of rural communities and the sound stewardship of the natural environment on which most rural livelihoods depend. Growth puts pressure on essential natural resources and most fundamentally on land and water resources.

Climate change and population pressures exacerbate this trend but globally, agriculture is the biggest user of water resources and the single largest cause of ecosystem degradation through land use. Thus, sustainable agriculture and rural development are not options; they are fundamental to the future of the planet.

Strategic objectives and policy guidelines for addressing Decent Work deficits

The complex and variable nature of rural labour markets makes the formulation of generic policy messages difficult. Attachment 4 attempts to highlight strategic objectives and policy guidelines.

An integrated plan of action for implementation of the strategy

With a particular focus on developing countries, an integrated plan of action for the ILO should involve a number of activities, undertaken in the context of DWCPs. It should focus on employment creation for poverty reduction, extending social protection, better implementation of relevant international labour standards and better governance and institutions underpinned by social dialogue.

The plan of action should build on the ILO's comparative advantages and existing work, introducing, where possible, a rural component into existing research and knowledge-management networks, building synergies with ongoing or planned technical cooperation and complementing related capacity-building activities.

A plan of action could include:

Employment: Generate more and better jobs through sustainable growth in rural areas

- Support for the promotion of a business-enabling conducive environment for sustainable enterprises, including cooperatives in rural areas; the integration of rural concerns into national policies and processes such as Poverty Reduction Strategy Programmes (PRSPs) and national employment plans

and strengthening the capacities of constituents to engage in policy-making for rural areas;

- ▶ Promote a Local Economic Development (LED) approach which builds on particular sectors and value chains, both farm and off-farm with strong employment multipliers, such as tourism or agro-processing;
- ▶ Deliver skills development in rural areas through agricultural and rural extension services, technical and vocational training programmes and community-based training methodologies;
- ▶ Promote employment through infrastructure and investment programs, including labour-based approaches; employment guarantee programmes; and financial services such as micro-credit and micro-leasing;
- ▶ Target programmes aimed at employment creation, including entrepreneurship, for youth and women in rural areas.

Social protection: Extend the coverage in rural areas

- ▶ Promote the introduction of a basic set of social security benefits for all, that could consist of universal child benefits; universal access to essential health services; modest financial relief for the working poor; and basic tax-financed pensions for the old, the disabled, and families who have lost their main breadwinner;
- ▶ Promote maternity protection for women in rural areas;
- ▶ Promote simple, low-cost methodologies to address occupational safety and health hazards in rural communities;
- ▶ Develop new approaches to social transfers for the active population that emphasize strong, multiple, positive labour-market linkages, by improving employability, and increasing access to jobs and social services, including childcare facilities.

International Labour Standards: Close the gap for rural workers

- ▶ Respect, promote and realize the fundamental principles and rights at work of rural workers;
- ▶ Promote the ratification and effective implementation of the fundamental Conventions as well as Conventions No. 122 (Employment Policy, 1964), No. 129 (Labour Inspection (Agriculture), 1969), No. 141 (Rural Workers' Organisations, 1975) and No. 184 (Safety and Health in Agriculture, 2001);
- ▶ Promote the extension of national labour laws to rural workers, in particular to agricultural workers, as well as their effective implementation through a programme of advocacy, capacity building and technical assistance.

Social dialogue: Promote better governance, empowerment and institutions

- ▶ Support the growth and development of rural employers' and workers' organizations, particularly in the agricultural sector, and encourage linkages with national employers' and workers' organizations;
- ▶ Support the participation of the ILO's tripartite constituents, and rural employers' and workers' organizations in particular, in national policy discussions on employment, rural development, agriculture, and PRSPs;
- ▶ Encourage tripartite participation in the planning and implementation of LED programmes and encourage the participation of government agencies delivering key services to rural areas;
- ▶ Encourage inter-ministerial collaboration and policy coherence with regard to rural development issues.

Occupational Safety and Health (OSH)

This Section uses elements from the ILO's SafeWork website²⁴ and the Guidelines on Occupational Safety and Health Management Systems²⁵.

Accidents and work related diseases

- ▶ The right to life is the most fundamental right. Yet every year over 2.2 million men and women are deprived of that right by occupational accidents and work-related diseases. By conservative estimates workers suffer over 270 million occupational accidents and 160 million occupational diseases each year. Deaths and injuries take a particularly heavy toll in developing countries, where large numbers of workers are concentrated in some of the world's most hazardous industries, for example, primary and extractive activities such as agriculture, logging, fishing, and mining.
- ▶ This social and economic burden is not evenly distributed. Fatality rates in some European countries are twice as high as in some others, and in parts of the Middle East and Asia fatality rates are four times those in industrialized countries with the best records and certain hazardous jobs can be from 10 to 100 times riskier.

Insurance for occupational safety and health

- ▶ Insurance coverage for occupational safety and health varies widely in different parts of the world. Workers in Nordic countries, for example, enjoy

²⁴ <http://www.ilo.org/safework/lang-en/index.htm>

²⁵ http://www.ilo.org/wcmsp5/groups/public/—ed_protect/—protrav/—safework/documents/normativeinstrument/wcms_107727.pdf

nearly universal coverage while in many developing countries only 10 per cent or less of the workforce will have even the basic coverage. In many developed countries, coverage against occupational injury and illness may extend to only half the workforce.

OSH and Decent Work

- ▶ The ILO was founded to ensure everyone the right to earn a living in conditions of freedom, dignity and security, in short, the right to DW. In the course of this century industrialized countries have seen a clear decrease in serious injuries, not least because of real advances in making the workplace healthier and safer. The challenge is to extend the benefits of this experience to the whole working world.
- ▶ Disease and injury do not go with the job nor can poverty justify disregard for workers' safety and health. The ILO's primary goal is to promote opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity. The ILO summarised this as 'Decent Work' that is safe work. Safe work is also a positive factor for productivity and economic growth.

Preventing OSH accidents and diseases

Technological progress and intense competitive pressures bring rapid change in working conditions, work processes and organization. Legislation is essential, but insufficient on its own to address these changes, or to keep pace with new hazards and risks. Organizations must also be able to tackle occupational safety and health challenges continuously and to build effective responses into dynamic management strategies.

Guidelines on OSH Management

- ▶ Governments, employers and workers now recognize the positive impact of introducing OSH management systems at the organizational level; both on the reduction of hazards and risks and on productivity. Guidelines on OSH management systems were developed by the ILO according to internationally agreed principles defined by tripartite constituents.
- ▶ This tripartite approach provides the strength, flexibility and appropriate basis for the development of a sustainable preventative safety and health culture. In this situation the ILO developed voluntary, practical guidelines on OSH management systems that reflect ILO values, and instruments relevant to the protection of workers' safety and health.
- ▶ These guidelines are a tool for assisting organizations and competent institutions to achieve continual improvement in OSH performance.

OSH ILO Convention No. 187 (Promotional Framework for Occupational Safety and Health, 2006)

- The employer is accountable for and has a duty to organize OSH and the implementation of an OSH management system is one useful approach to fulfilling this duty. The 91st Session of the International Labour Conference (2003) adopted a Global Strategy on OSH²⁶, designed to progressively improve OSH in the world of work. In response to this strategy, the International Labour Conference adopted the Promotional Framework for Occupational Safety and Health Convention (No. 187), and its accompanying Recommendation (No. 197) in 2006.

The main purpose of Convention No. 187 is to ensure that a higher priority is given to OSH in national agendas, and to foster political commitments in a tripartite context for the improvement of working conditions and the working environment.

The Convention has a promotional rather than prescriptive content and is based on two fundamental concepts outlined in the above-mentioned global strategy, namely to develop a preventative safety and health culture and to apply a systems approach to managing OSH nationally.

This means the continual monitoring, evaluation and improvement of all the different “building blocks” making up the national OSH system. The Convention defines the elements and function of the national policy, the national system and the programme. Specific areas of action, operational details and mechanisms such as the development and maintenance of a national OSH profile are provided in the Recommendation.

A national preventative safety and health culture is one in which the right to a safe and healthy working environment is respected at all levels. It is also one where governments, employers, workers and other interested stakeholders actively participate in securing a safe and healthy working environment through a system of defined rights, responsibilities and duties, and where the principle of prevention is accorded the highest priority.

Social Security

This Section is built on materials from ILO's Social Security Department webpage²⁷.

Social security is fundamental to the creation of social cohesion, the furtherance of political inclusion and the development of democracy. It is an important tool for the prevention and alleviation of poverty through redistribution and the enhancement of productivity. In conjunction with a growing economy and active labour market policies, social security constitutes an instrument for sustainable social and economic development²⁸.

²⁶ <http://www.ilo.org/public/english/standards/relm/ilc/ilc91/pdf/rep-vi.pdf> ISBN 92-2-112883-0

²⁷ <http://www.ilo.org/public/english/protection/secsoc/>

²⁸ <http://www.ilo.org/public/english/standards/relm/ilc/ilc89/pdf/pr-16.pdf> - Resolution and Conclusions concerning social security, International Labour Conference, 89th Session, 2001

Only one in five people in the world has adequate social security coverage. The other four need it too, but somehow must manage without. Governments, workers' and employers' organizations considered that the highest priority should be given to “policies and initiatives that bring social security to those who are not covered by existing systems”. At the 89th Session of the International Labour Conference in June 2001, they asked the ILO to launch a global campaign on ‘Social Security and Coverage for All’²⁹.

Social security is essential for the well-being of people and society. It is a basic human right, and its fulfilment will contribute to achieving the various Millennium Development Goals. It will contribute to reducing infant and maternal mortality as well as to halving, by 2015, the proportion of people whose income is less than one dollar a day. Social security helps to ensure a decent standard of living and it lifts many people out of poverty. It is closely linked with employment and often provides support to those unable to work. With the development of Decent Work, social security can progressively be extended to everyone. There is no better and more efficient instrument to ensure equitable growth than well-designed, efficient, and universal social security systems.

Social security is the protection that a society provides to individuals and households to ensure access to healthcare and to guarantee income security, particularly in cases of old age, unemployment, sickness, invalidity, work injury, maternity or loss of a breadwinner.

Broadly defined as a system of contribution-based health, pension and unemployment protection, along with tax-financed social benefits, social security has become a universal challenge in a globalizing world.

Social security was established as a basic human right in the ILO's Declaration of Philadelphia (1944) and its Income Security Recommendation, 1944 (No. 67). This right is upheld in the Universal Declaration of Human Rights, 1948, and the International Covenant on Economic, Social and Cultural Rights, 1966.

ILO standard setting in the field of social security

Social security standards can be classified into three different groups or generations of standards, according to the approach of social security that they embodied at the time of their adoption. The first generation of standards corresponds to the instruments adopted from the creation of the ILO to the end of the Second World War. Most of these standards envisage social insurance as the means for their application. They are aimed at establishing compulsory social insurance systems for specific branches and at covering the principal sectors of activity and the main categories of workers. These standards cover the fields deemed most urgent and suited to international action at the time of their adoption (maternity, employment injury, sickness, etc.).

The second generation of standards corresponds to the era of social security. While no ILO Conventions were adopted between 1940 and 1945, these were years of intensive creation in the field of modern social security, with standard-setting activities taking on a more global and broader conception of social security. The new approach consisted of unifying

²⁹ <http://www.ilo.org/public/english/protection/socsec/pol/campagne/>
<http://www.ilo.org/public/english/protection/secsoc/downloads/policy/guide.pdf>

and coordinating the various social protection schemes within a single social security system covering all contingencies, and extending social security coverage to all workers.

Two important Recommendations, adopted in 1944, set forth this new conception: the Income Security Recommendation, 1944 (No. 67), and the Medical Care Recommendation, 1944 (No. 69). These Recommendations opened the way for the adoption of the Social Security (Minimum Standards) Convention, 1952 (No. 102), which is the landmark Convention in the field of social security.

The third generation of standards corresponds to the instruments adopted after Convention No. 102. Modelled on the latter, they offer a higher level of protection in terms of the population covered and the level of benefits and revise first-generation standards.

Since the establishment of the ILO, the International Labour Conference has adopted 31 Conventions and 23 Recommendations on social security. The first international Convention on social security (maternity protection) was adopted at the 1st Session of the Conference, in 1919, while the most recent one, revising earlier standards on maternity protection, was adopted in 2000. In 2002, the ILO Governing Body confirmed six out of these 31 Conventions as up-to-date social security Conventions. These are:

- ▶ the Social Security (Minimum Standards) Convention, 1952 (No. 102);
- ▶ the Employment Injury Benefits Convention, 1964 (No. 121);
- ▶ the Invalidity, Old-Age and Survivors' Benefits Convention, 1967 (No. 128);
- ▶ the Medical Care and Sickness Benefits Convention, 1969 (No. 130);
- ▶ the Employment Promotion and Protection against Unemployment Convention, 1988 (No. 168); and
- ▶ the Maternity Protection Convention, 2000 (No. 183).

Mention should also be made of the two Conventions on the social security rights of migrant workers confirmed as up to date by the ILO Governing Body, namely the Equality of Treatment (Social Security) Convention, 1962 (No. 118), and the Maintenance of Social Security Rights Convention, 1982 (No. 157).

Main features of Convention No. 102

Convention No. 102 is the flagship of the six up-to-date social security Conventions. It is the only international Convention which defines the *nine classical branches of social security* and sets minimum standards for each. These are:

- ▶ *Medical care*: The contingencies covered include any morbid condition, whatever its cause and the medical care required as a result, as well as the medical care necessitated by pregnancy, confinement and their consequences; medical care of a preventive nature is also covered;
- ▶ *Sickness benefit*: The contingency covered includes incapacity for work resulting from a morbid condition and involving suspension of earnings

- ▶ *Unemployment benefit:* The contingency covered includes suspension or loss of earnings due to inability to obtain suitable employment;
- ▶ *Old-age benefit:* The contingency covered is survival beyond a prescribed age (normally not higher than 65 years);
- ▶ *Employment injury benefit:* The contingencies covered include a morbid condition, incapacity for work, invalidity or a loss of faculty due to an industrial accident or a prescribed occupational disease;
- ▶ *Family benefit:* The contingency covered is the responsibility for the maintenance of children, i.e., under school-leaving age, or under 15 years of age;
- ▶ *Maternity benefit:* The contingencies covered are the medical care required by pregnancy, confinement and their consequences and the resulting suspension of earnings;
- ▶ *Invalidity benefit:* The contingency covered is the inability to engage in any gainful activity where such inability is likely to be permanent or persists after the period during which the beneficiary is entitled to benefit from temporary incapacity;
- ▶ *Survivors' benefit:* The contingency covered is the loss of support suffered by the widow or children as a result of the death of the breadwinner.

Main features of other up-to-date ILO social security standards

The other up-to-date Conventions in the field of social security set higher standards for the different branches of social security, in particular regarding the personal scope of coverage and the minimum level of benefits to be provided.

- ▶ *The Employment Injury Benefits Convention, 1964 (No. 121)* – the contingency covered by Convention No. 121 includes: a morbid condition, incapacity for work, invalidity or a loss of faculty due to an industrial accident or a prescribed occupational disease, and the loss of support as a result of the death of the breadwinner following employment injury. It belongs to ratifying States to define the notion of “industrial accident”, including the conditions under which this notion applies to commuting accidents. Convention No. 121 indicates the cases in which accidents should be considered by national legislation as industrial accidents and under which conditions the occupational origin of the disease should be presumed. The national list of employment-related diseases has to comprise at least the diseases enumerated in Schedule I to the Convention. Convention No. 121 envisages that all employees, including apprentices in the public and private sector, and in cooperatives, are to be protected. The Convention further lays down three types of benefits: medical care, cash benefits in the event of incapacity for work and loss of earning capacity (invalidity), and cash benefits in the event of the death of the breadwinner.

- ▶ *The Invalidity, Old-Age and Survivors' Benefits Convention, 1967 (No. 128)* – Convention No. 128 covers all employees, including apprentices, or not less than 75 per cent of the whole economically active population, or all residents whose means during the contingency do not exceed certain limits. The periodical payment rate for invalidity benefit should amount to at least 50 per cent of the reference wage. Moreover, the Convention envisages the adoption of measures for rehabilitation services. The minimum amount of old-age and survivors' benefit should correspond to at least 45 per cent of the reference wage.
- ▶ *The Medical Care and Sickness Benefits Convention, 1969 (No. 130)* – This Convention covers both the contingency of medical care benefits and cash sickness benefit. All employees, including apprentices, or at least 75 per cent of the whole economically active population, or all residents whose means do not exceed certain limits should be covered for both contingencies. In relation to medical care, wives and children of employees are also covered. In addition to the medical care required under Convention No. 102, Convention No. 130 provides for dental care and medical rehabilitation, including the supply, maintenance and renewal of prosthetic and orthopaedic appliances. Convention No. 130 provides for entitlement to benefit throughout the contingency and allows for less possibility of limiting the duration of sickness benefits: a limitation corresponding to 26 weeks is only authorized where the beneficiary ceases to belong to the categories of persons protected and if the sickness started while the beneficiary still belonged to such categories.
- ▶ *The Employment Promotion and Protection against Unemployment Convention, 1988 (No. 168)* – The main aim of Convention No. 168 is two-fold: the protection of unemployed persons through the provision of benefits in the form of periodical payments and through the promotion of employment. The minimum replacement rate of the benefits provided in case of unemployment should amount to 50 per cent of the reference wage. Ratifying States have to adopt appropriate steps to coordinate their system of protection against unemployment and their employment policy. The system of protection against unemployment, and in particular the methods of providing unemployment benefit, have to contribute to the promotion of full, productive and freely chosen employment and must not be such as to discourage employers from offering and workers from seeking productive employment. The persons protected must comprise prescribed classes of employees, constituting not less than 85 per cent of all employees, including public employees and apprentices, or all residents whose resources during the contingencies do not exceed prescribed limits.
- ▶ *The Maternity Protection Convention, 2000 (No. 183)* – Under Convention No. 183, the persons protected must comprise all employed women, including those in atypical forms of dependent work. The Convention further requires a minimum period of entitlement to maternity benefits of 14 weeks (including six weeks of compulsory leave after childbirth). Women who are

absent from work on maternity-related leave are entitled to a cash benefit which, generally, must be not less than two-thirds of their previous earnings. The medical benefits provided to protected persons must include pre-natal, childbirth and post-natal care. Convention No. 183 also lays down the right to work breaks for breastfeeding, as well as provisions relating to health protection, employment protection and non-discrimination.

Social Security at the 89th Session (2001) of the International Labour Conference

In 2001, the International Labour Conference adopted the Resolution and Conclusions concerning Social Security. In particular, tripartite constituents of the ILO agreed that:

- ▶ The highest priority should go to policies and initiatives to extend social security to those who have none;
- ▶ Not only is social security very important for the well-being of workers, their families and the community as a whole, but - if properly managed - it also enhances productivity and supports economic development;
- ▶ The ageing of the population affects both funded and pay-as-you-go pension systems: solutions are to be sought above all through measures to increase employment rates;
- ▶ The social partners have a strong role to play in the management of social security.

The Conference stressed that social security should promote, and be based, on the principle of gender equality. This implies not only equal treatment for men and women in the same or similar situations, but also measures to ensure equitable outcomes for women. Society derives great benefit from the unpaid care which women in particular provide to children, parents and infirm family members. Women should not be systemically disadvantaged later in life because they made this contribution during their working years. In most societies, continued inequalities in earnings between men and women tend to affect women's social security entitlements.

This underlines the need for continued efforts to combat wage discrimination and to consider the desirability of introducing a minimum wage, where it does not already exist. Where either parent provides care for children, social security benefits for childcare purposes should be made available to the caregiver.

The Conference called for a major campaign on the extension of social security and for the ILO to urge governments to give higher priority to social security. The ILO's technical cooperation with governments and the social partners should include a wide range of measures, in particular:

- ▶ Extending and improving social security coverage;
- ▶ Developing innovative approaches in the area of social security to help people to move from the informal economy to the formal economy;

- ▶ Improving the governance, financing and administration of social security schemes;
- ▶ Supporting and training the social partners to participate in policy development and to serve effectively on joint or tripartite governing bodies of social security institutions;
- ▶ Improving and adapting social security systems in response to changing social, demographic and economic conditions;
- ▶ Introducing means to overcome discrimination in outcomes in social security.

The Workers' group of the 2001 Conference stated that it would support any initiatives that resulted in better social security outcomes for the excluded majority, but would not support approaches that called for the poor to provide for their own social security from their own limited resources.

Regarding unemployment, the Workers' group believed that the provision of a secure job, lifelong training and/or retraining, and employment subsidies, where necessary, was the assistance most needed. Special attention to the needs of the long-term unemployed, youth and older workers was required. The ageing population had implications for social security systems, in the light of the changing ratio of workers to the economically inactive, the need for additional health care, and expenditures on retirement pensions. There did not necessarily need to be radical changes to the retirement age or to benefit levels, however.

Economic and social policy measures, appropriate labour market responses and improved productivity could all contribute to meeting the challenge of an ageing population. Better training and retraining of older workers, increased labour market participation of women, flexible or phased-in retirement schemes, adaptation of working hours and family-friendly workplace schemes were all options to be explored. Existing benefit standards should be retained and pension entitlements safeguarded.

The Workers' group believed that the following five principles should govern social security systems:

- ▶ The management of the system should provide a strong role for the social partners;
- ▶ The security of the system should be paramount;
- ▶ The schemes should be managed in a sound and transparent manner with regular reports to contributors and low administration costs;
- ▶ The State should ensure the sound operation of the system in the best interests of contributors;
- ▶ There should be no direct or indirect discrimination.

Workers did not believe that privatization offered an improved way of financing and administering social security. Indeed, experience had shown that high administrative costs had resulted in severely limited benefits. Governments' role as financial guarantors and

underwriters of social security schemes was stressed, as was the importance of eradicating corruption, respecting core labour standards, and promoting the conditions for investment and growth. Workers were confident that reforms based on tripartite discussions would lead to greater security and would pay back significant dividends to communities.

Pursuant to the ILO's mandate, the strengthening of social security was established as one of the four strategic objectives of the Decent Work Agenda. Recognizing the increased need for social security in a volatile economic situation and the pressure exercised on existing social security systems the Decent Work Agenda underscores the necessity of:

- ▶ Adjusting to social changes;
- ▶ Extending social security;
- ▶ improving governance of social security; and
- ▶ Linking labour market and employment policies with social security.

2009 ILC on Social Floor as part of the Global Jobs Pact

There are important lessons to be learned from the global economic and social crisis. One lesson is that social protection schemes should not be seen as a luxury or as a burden on society, but that they have performed an extremely important role in alleviating the consequences of crises functioning as stabilizing mechanisms. Another lesson is that the notion of 'a social safety net' even in moments of crisis does not represent the whole range of functions social security should perform. It should rather be seen as a mechanism to strengthen social cohesion and provide a basis for human, social and economic development.

The Global Jobs Pact recognizes the utmost importance of social security in contributing to poverty alleviation, crisis relief and long-term development. Sustainable social protection systems to assist the vulnerable can prevent increased poverty, address social hardship, while also helping to stabilize the economy, and maintain and promote employability. In developing countries, social protection systems can also alleviate poverty and contribute to national economic and social development. In a crisis situation short-term measures to assist the most vulnerable may be appropriate.

Countries should give consideration, as appropriate, to the following:

- ▶ Introducing cash transfer schemes for the poor to meet their immediate needs and to alleviate poverty;
- ▶ Building adequate social protection for all, drawing on a basic social protection floor including: access to health care, income security for the elderly and persons with disabilities, child benefits and income security combined with public employment guarantee schemes for the unemployed and working poor;

- ▶ Extending the duration and coverage of unemployment benefits (hand in hand with relevant measures to create adequate work incentives recognizing the current realities of national labour markets);
- ▶ Ensuring that the long-term unemployed stay connected to the labour market through, for example, skills development for employability;
- ▶ Providing minimum benefit guarantees in countries where pension or health funds may no longer be adequately funded to ensure workers are adequately protected and considering how to better protect workers' savings in future scheme design;
- ▶ Providing adequate coverage for temporary and non-regular workers.

The Global Jobs Pact recognizes the need to urge the international community to provide development assistance, including budgetary support, to build up a basic social protection floor on a national basis.

Tripartite Meeting of Experts on Strategies for the Extension of Social Security Coverage, September 2009

The tripartite meeting on Social Security was guided by the decisions of the ILC and endorsed the concept of a horizontal and vertical extension of social security. It underlined the need to provide a social security floor to all, including people currently in informal employment and simultaneously to upscale social security provisions to the minimum standards of Convention No. 102.

Horizontal coverage extension means quantitatively increasing the number of persons covered by social protection schemes, including those in the informal economy, through the implementation and expansion of a set of basic public policies, aimed at delivering basic income security for the working-age population, basic healthcare services for everyone, children-focused income benefits coordinated within a policy package with education/health/labour market and family policies, and basic pensions for the aged and disabled.

Such a set of basic public policies represents a part of the social protection floor and should be seen as a first step on a “stairway” towards universalization and deepening of coverage. This set is meant to define a minimum core content of the human right in relation to the universality of social protection.

How and in what sequence to achieve the four elements of the social protection floor can be achieved must be designed locally, according to each country's needs and capabilities. The fiscal space has to be built through national policies. Experience from different continents has shown that such policies can be affordable and that different combinations of instruments might better suit each country's particular situation.

A second part of the strategy would be vertical coverage extension, which is very much related to the implementation of social insurance coverage standards as defined by the

current Conventions and Recommendations. The most important convention in this context is Convention No. 102.

Both parts of a strategy - horizontal and vertical coverage extension - can be pursued in parallel and synergy. Several countries have recently shown that coverage extension of formal insurance schemes can occur in parallel with the implementation of programmes representing the social protection floor. The two dimensional approach is important to extend basic social security coverage in a way that simultaneously envisages the increase of social security provisions as societies develop and grow. The workers reject any idea that limits social security to basic social assistance. Social security has to play a more comprehensive role in order to reduce relative poverty and build inclusive societies.

2011 ILC Discussion

Within the framework of the Social Justice Declaration the 100th Session of the International Labour Conference in 2011 will undertake a cyclical review on social protection. It will assess the international debate, national and international policy initiatives, including the work of the ILO, on how best to achieve universal social security coverage in the shortest possible time. Discussion about ratification and implementation of existing ILO Standards as well as the development of new instruments must play a prominent role in this debate. From a workers' perspective a new standard will provide strong support for the rapid extension of social security coverage. It should support a policy approach that aims at comprehensive social security provisions and replacement rates as envisaged in Convention No. 102. The upcoming discussions can build on the recent massive extension of social security coverage in countries such as Brazil, India and South Africa. These examples show that change is possible and affordable, if the political will can be mobilized. Trade unions can and must be a key voice for the social security floor. It is a key instrument to formalize employment and to strengthen workers positions at the workplace and in societies.

Migrant Workers

This Section is based on the Resolution concerning a fair deal for migrant workers in the global economy³⁰, International Labour Conference, 2004 and the ILO/ACTRAV manual for trade unionists, 'In search of Decent Work: Migrant workers' rights'³¹.

Since its foundation the ILO has been concerned with migrant workers' conditions. The preamble of the ILO constitution refers to the need for the *"protection of the interests of workers when employed in countries other than their own"*.

The ILO's second Recommendation, adopted in 1919, was about migrant workers. The Declaration of Philadelphia (1944), part of the ILO's constitution, demonstrates the continuing concern with migrant workers. Two key ILO Conventions No. 97 (1949) and 143 (1975) deal specifically with the protection of migrant workers.

³⁰ <http://www.ilo.org/public/english/standards/relm/ilc/ilc92/pdf/rep-vi.pdf>

³¹ http://www.ilo.org/public/libdoc/ilo/2008/108B09_210_engl.pdf

Nearly all countries today have an interest in addressing issues related to international migration; either as origin, transit or destination countries and in many cases all of these. The rising mobility of people in search of opportunities and decent work and human security has been commanding the attention of policy-makers and prompting dialogue for multilateral cooperation in practically every region of the world.

The ILO's mandate in the world of work as well as its competencies and unique tripartite structure entrust it with special responsibilities regarding migrant workers. Decent work is at the heart of this. The ILO can play a central role in promoting policies to maximize the benefits and minimize the risks of work-based migration.

The principal reason why workers decide to move from one country to another to work is the search for Decent Work, because of the lack of Decent Work opportunities at home. Too many workers have been left behind by globalization.

While globalization has produced many benefits, these have not been evenly or fairly distributed. Inequalities between countries and within countries are growing. Inequalities and injustice are union concerns. And the historic role of trade unions in fighting poverty everywhere is an important contribution to reducing migration pressures and ensuring that when migration occurs, it is out of choice and not for mere survival.

However, labour shortages in most of the industrialized countries, together with unemployment and population growth in developing countries, will continue to drive labour migration and it will remain a major cause of growth in the global economy.

Promoting Decent Work, and avoiding a situation where governments and employers resort to migration as a source of cheap labour or as a means of regulating labour markets without granting migrant workers rights, or in an attempt to undermine existing rights for all workers, will continue to require special attention by the trade union movement.

- In 2009, nearly 200 million people, about three per cent of the world's population, lived outside their country of origin, 100 million of them are migrant workers and 50 per cent of these migrant workers are women. Forecasts show this number rising, even if in relation to world population the phenomenon remains stable. The world population projection for 2050 of 9 billion suggests that the number of migrants will rise to 230 million (2.6 per cent of the total);
- Migrant workers make a substantial economic and social contribution to the economies of countries of destination and their countries of origin. Migrant workers spend most of their income in host countries; they are consumers; and they pay taxes and social security contributions if they are allowed to work legally;
- Migrants send home on average 13 per cent of their income in remittances, but spend 87 per cent in destination countries. Migration does create jobs. Migrant workers are consumers too. Many countries would be much poorer without migrants.

Rights-based approach

In 2004, a discussion on migrant workers was held at the International Labour Conference (ILC). At the Conference the ILO proposed a rights-based approach to labour migration founded on a fundamental respect for human rights, norms and principles and the application of labour standards based on the principles of equality of treatment and non-discrimination. In substance, the ILO's rights-based policy on migration is based on the following:

- ▶ Migration policies should be formulated through tripartite consensus, not only at national level but also at regional and global level, promoting cooperation between the same partners in countries of origin and countries of destination;
- ▶ To avoid undue pressure on existing wages and conditions, migrant workers' rights to equal treatment should be respected. The ILO has two international Conventions making provisions for this. These should be actively promoted as beyond ensuring the protection of migrant workers and non-migrant alike they provide for sound migration policies;
- ▶ Legal avenues should gradually be offered to potential migrant workers, acknowledging existing labour market needs. This would contribute to reducing irregular migration and trafficking.

The task for trade unions

Migration for work, or labour migration, is an issue for trade unions because it is part of the world of work. Labour migration concerns rights, equality, equal treatment and equal opportunity; it concerns health and safety at work, jobs, social security and union organization. It is linked to trafficking, child labour and exploitation. Labour migration concerns discrimination and vocational training.

All of these are trade union issues. Labour migration is a “bread and butter” issue for trade unions that they cannot ignore. Governments are already putting forward policies, and introducing legislation on migrant workers. If trade unions want to have a say, they must raise their voices. It is a labour market issue, and has an impact on many aspects of the world of work and is used to divide workers.

Trade unions are in the business of protecting all workers, not just their members. This is why trade unions fight against child labour or forced labour, although these workers will not be their members. As a labour market issue, trade unions and employers' organizations have every right to be involved, and for their views to be heard. It is not a law and order, or border control question because migrant workers are workers.

Trade unions can:

- ▶ Become involved in the policy debate about addressing migration in order to maximize its benefits for all. This can best be achieved through an active campaign of promotion of the ratification of the ILO Conventions (Nos. 97 and 143) and their inclusion in Decent Work Country Programmes at national level;

- ▶ Conduct information and awareness-raising campaigns for workers and the public at national level. Racism and ethnicity are often used to divide workers. Unions must reach out and inform members and workers about the facts, and fight the myths and lies spread by racist organizations, aided and abetted by the media;
- ▶ Cooperate with trade unions in other countries involving unions in both 'sending' and 'receiving' countries. International solidarity is not an option, or even a duty for trade unions it is a necessity in a globalized world. ACTRAV has developed a model trade union cooperation agreement in conjunction with the ITUC and regional trade union organizations;
- ▶ Organize migrant workers as this is the best way to protect workers. Organizing is the key to making improvements to working conditions. Campaigning for the ratification and implementation of the ILO Migrant Workers' Convention and ensuring their place in the Decent Work Country Programmes is one of the keys to encourage migrant workers to join the trade union movement.

The Informal Economy

This Section is based on the resolution concerning 'Decent work and the informal economy'³² at the 90th Session of the International Labour Conference, 2002.

The promotion of Decent Work for all workers, women and men, irrespective of where they work, requires a broad strategy as described in the ILO's Declaration on Social Justice for a Fair Globalization. These dimensions of decent work reinforce each other and comprise an integrated poverty reduction strategy.

The challenge of reducing Decent Work deficits is greatest where work is performed outside the scope or application of the legal and institutional frameworks. Today, the majority of people who work in the informal economy do so because most of them are unable to find work in the formal sector, or start businesses in the formal economy.

Work in the informal economy

- ▶ Workers in the informal economy include both wage workers and own-account workers. Most own-account workers are as insecure and vulnerable as wage workers and move from one situation to the other; because they lack protection, rights and representation and often remain trapped in poverty;
- ▶ Most people do not enter the informal economy by choice, but out of a need to survive. The informal economy has significant job and income generation potential, especially in circumstances of high unemployment, underemployment and poverty, because of the relative ease of entry and low requirements for education, skills, technology and capital. These jobs often

³² <http://www.ilo.org/public/english/standards/relm/ilc/ilc90/pdf/rep-vi.pdf> ISBN 92-2-112429-0

fail to meet the criteria of Decent Work. The informal economy also helps to meet the needs of poor consumers by providing accessible and low-priced goods and services.

Lack of decent conditions and rights

- ▶ The Decent Work deficits are most pronounced in the informal economy and the negative aspects of this type of work far outweigh its positive aspects. Informal workers are not recognized, registered, regulated or protected under labour legislation and social protection. For example, when their employment status is ambiguous they are not able to enjoy, exercise or defend fundamental rights;
- ▶ Since they are normally not organized, they have little or no collective representation with employers or public authorities. Work in the informal economy is often characterized by small or undefined workplaces, unsafe and unhealthy working conditions, low levels of skills and productivity, low or irregular incomes, long working hours and lack of access to information, markets, finance, training and technology. Workers in the informal economy may be characterised by varying degrees of dependency and vulnerability.

Promoting and enforcing Decent Work

- ▶ Continued progress towards recognized, protected Decent Work will only be possible by identifying and addressing the underlying causes of informality and the barriers to entry into the economic and social mainstream. It is necessary to eliminate the negative aspects of informality while at the same time ensuring that opportunities for livelihood and entrepreneurship are not destroyed. It is also important to promote the protection and incorporation of workers and economic units from the informal economy into the mainstream economy;
- ▶ As workers and enterprises in the informal economy often are not recognised, regulated or protected by law, the legal and institutional frameworks of a country are the key to providing decent work. The ILO Declaration on Fundamental Principles and Rights at Work and its follow-up, as well as the core labour standards, are as applicable in the informal as in the formal economy;
- ▶ Some workers are in the informal economy because national labour legislation does not adequately cover them, or is not effectively enforced. This is often due to the practical difficulties of labour inspection that often does not take into account the realities of modern work organization. Inappropriate definitions of employees and workers can have the adverse effect of treating a worker as self-employed and outside the protection of labour legislation.

Vulnerable workers

- ▶ The feminization of poverty and discrimination by gender, age, ethnicity or disability also means that the most vulnerable and marginalized groups tend to end up in the informal economy. Women generally have to balance the triple responsibilities of breadwinning, domestic chores, and elder and child care. Women are also discriminated against in terms of access to education and training and lack of economic resources. Thus women are more likely than men to be in the informal economy.

Representation and support

An important objective for both workers' and employers' organizations is to extend representation throughout the informal economy. Workers and employers in informal activities may wish to join existing trade unions and employers' organizations, or they may want to form their own.

Workers' and employers' and organizations can:

- ▶ Play a critical role in extending membership and services to employers and workers in the informal economy. They can encourage and support the creation and development of new membership-based organizations. Assisting them to be accessible, transparent and accountable, and democratically managed representative organisations that can bring them into the social dialogue processes;
- ▶ Play an important advocacy role to draw attention to the underlying causes of informality. Galvanizing action on the part of all tripartite partners to address them can assist to remove the barriers to entry into mainstream economic and social activities;
- ▶ Lobby the public authorities for the creation of transparent institutions and the establishment of mechanisms for delivering and linking services to the informal economy.

There are trade unions and employers' organizations in different parts of the world that have used innovative and effective strategies and good practices to reach out to, recruit, organize or assist workers and enterprises in the informal economy. These need to be more widely publicized and shared.

Trade unions can:

- ▶ Sensitize workers in the informal economy to the importance of having collective representation through education and outreach programmes;
- ▶ Make efforts to include workers in the informal economy in collective agreements;
- ▶ Create or adapt internal structures to promote the participation and representation of women and also accommodate their specific needs;

- Provide special services to workers in the informal economy, including information on their legal rights, educational and advocacy projects, legal aid, provision of medical insurance, credit and loan schemes and the establishment of cooperatives.

Such services should not, however, be regarded as a substitute for collective bargaining or as a way to absolve governments from their responsibilities. There is also a need to develop and promote positive strategies to combat discrimination of all forms, to which workers in the informal economy are particularly vulnerable.

Export Processing Zones (EPZs)

This Section is based on 'Behind the Brand Names: Working conditions and Labour rights in Export Processing Zones', ICFTU, 2004³³.

As companies struggle to compete, they make workers work harder and longer, for less money and use unacceptable repression such violence and intimidation to keep unions out of workplaces.

Nowhere is this more evident than in the conditions experienced by workers in EPZs where workers, 80 per cent of whom are women, often work long hours, have no right to form a trade union or represent themselves.

There has been a rapid growth in the number of EPZs over the last three decades, from a handful in 1970 to over 3,000 in 2002. At the same time, employment in the zones has risen from a few thousand in 1970 to just under 42 million a few decades later.

EPZs are often promoted as a way for countries to develop their economies, generate employment, and obtain vital export earnings. But serious questions remain as to the real benefits of EPZs to development. By its very nature, EPZ investment is precarious, and likely to leave the country at a moment's notice if more favourable conditions for production, including lower wage, are on offer elsewhere.

Low labour costs and worker flexibility are key reasons for foreign firms to invest in EPZs. In addition to financial incentives, such as temporary tax breaks and duty free imports of raw materials, governments also seek to attract foreign investors to EPZs by offering them a loose regulatory framework for social and employment rights. In many countries this framework may simply mirror legislation and practice in the rest of the economy. In others, labour standards are lower, and employment rights weaker in the EPZs.

The reasons for this are:

- **Exemptions from labour laws:** some governments, in their efforts to attract investors, exclude EPZs from the scope of application of national legislation;
- **National legislation is not enforced:** governments frequently do not enforce national laws in the zones. Labour inspections are often infrequent and/or the judicial system is under-resourced;

³³ <http://www.icftu.org/www/PDF/EPZreportE.pdf>

- **Trade unions are denied entry to EPZs:** in addition, unions encounter huge obstacles in gaining entry to many zones so attempts to organize are restricted.

The result is widespread violations of workers' rights, particularly freedom of association, collective bargaining and the right to strike. Because unions are largely absent from the zones, workers are unrepresented, working conditions often harsh, and the exploitation of the labour force allowed to go unchecked.

A UN report shows that successful EPZs may be ones where governments pursue strategies for encouraging higher quality foreign investment and higher value products and services. Integral to this approach are social dialogue, upgrading skills, and improving working conditions.

'Green Jobs': ACTRAV's Policy

This Section is based on the Green Jobs Initiative Partnership³⁴ – Towards Decent Work in a Sustainable, Low-Carbon World'; a joint initiative by the United Nations Environment Program, the International Labour Organization, the International Organization of Employers (IOE) and the International Trade Union Confederation.

Background

In 2007 the United Nations Environment Programme (UNEP), the ILO, and ITUC established the "Green Jobs Initiative partnership", joined by the International Organisation of Employers (IOE) in 2008. The Initiative was launched in order to promote opportunity, equity and just transitions, to mobilize governments, employers and workers to engage in dialogue on coherent policies and effective programmes leading to a green economy with green jobs and decent work for all. The ILO's work on 'green jobs' has attracted significant interest among constituents and development partners and is gaining momentum.

The greening of the economy has now been endorsed by many governments and social partners as a component of the stimulus packages in response to the crisis.

During the ILO's Governing Body discussions on the global economic and social crisis held in March 2009 (304th Session), the General Secretary of ITUC, stressed the importance of ensuring that all actions in relation to the crisis "*is done in a manner which is supportive of a just transition to a low-carbon sustainable future and contributes to a successful conclusion of the climate change negotiations in Copenhagen in December*". He continued by saying that "*this is business which cannot be forgotten at this moment of crisis, it is business which cannot just be adjourned.*"

³⁴ http://www.ilo.org/wcmsp5/groups/public/—dgreports/—dcomm/documents/publication/wcms_098503.pdf

'Green jobs' have also been recognised as an important element of the response to the current financial and economic crisis by the UN Secretary-General with his call for a 'Global Green New Deal'³⁵, by the recent G-20 summit, and by the ILO.

In a longer-term perspective, the ILO Strategic Policy Framework 2010-2015 includes green jobs as a key component of sustainable enterprises, societies and economies. In the ILO's 2010-11 Program & Budget green jobs features as one of the three areas for *"knowledge and product development work in emerging areas to prepare for technical cooperation programmes."*

Climate change, new production systems and green jobs

ACTRAV sees the ILO's work on green jobs as an element of its work to address employment and labour market issues in relation to climate changes and new ways of production. The direct effects of climate change as well as the indirect effects of adaptation and mitigation measures to address climate changes have an enormous impact on employment and the labour market.

Within a wide definition of 'green jobs', all jobs that contribute to environmentally sustainable development are 'green'. It might span over all sectors and industries and cover all workers as not only new jobs in the 'clean' energy sector are developed, but also when other sectors are getting 'greener'. In the process of transition to a low-carbon society it is important not to forget the social dimension of sustainable development.

The 'greening' of the economy is a positive step towards a cleaner planet. With the right social policy framework it can also lead to an economy that works for all - an economy which includes Decent Work and workers' rights as international requirements in a worldwide climate change regime.

ACTRAV priorities for the ILO on green jobs

- ▶ Its Decent Work Agenda;
- ▶ Its tripartite structure and the issue of governance;
- ▶ Its focus on 'a just transition';
- ▶ Its technical cooperation activities in relation to capacity building.

The Decent Work Agenda

The ILO's DWA is crucial in relation to transitions and changes in the labour market due to climate change and a new model of growth.

ACTRAV promotes the importance of looking at the issue of green jobs in an integrated manner. All employment related activities of the Office may include an element of green jobs - or a sustainable environmental component, supporting sustainable development in general.

³⁵ <http://www.unep.org/greeneconomy/GlobalGreenNewDeal/tabid/1371/language/en-US/Default.aspx>

However, what is important for the ILO is the social component of green jobs. The ILO must ensure that green jobs are decent jobs: jobs that are safe, provide an adequate income, are based on rights, provide social protection and training opportunities. It is important not to forget the social aspect of green jobs' creation. In order to be sustainable these jobs should not only fulfil economic growth and environmental concerns, but also social dimensions. This is at the heart of ILO's work.

As green jobs are not necessarily high-paying jobs, respecting good labour practices or unionization, ACTRAV will:

- ▶ Promote social dialogue and the organisation of workers in green jobs in order to improve negotiations of good wages and working conditions;
- ▶ Pay attention to sustainable environmental practices and green jobs in relation to Outcome 10 of the P&B 2010-11 '*Workers' have strong, independent and representative organizations*';
- ▶ Report on the number of workers' organizations that, with ILO support, include the DWA in their strategic planning and training programmes that cover the area of green, decent jobs.

ILO's tripartite structure and the issue of governance

We are in a period of transition, searching for the policies and the leadership that can take us into a sustainable development path, where social and environmental dimensions of globalization should become an integral part of economic policy-making.

Transitions in employment structures and in workplaces are central to this process. Facing up to the challenge of climate change involves a broad spectrum of labour market institutions and interventions in which the ILO can claim expertise.

One of the comparative advantages of the ILO in dealing with the issue of climate change and green jobs is its tripartite structure and its work in promoting social dialogue and collective bargaining.

Many of the climate change effects come from unsustainable production and consumption models that are often generated within industrial sectors and enterprises. Trade unions and employers' organizations have a critical role to play in addressing the negative effects of production.

The fact that there is cooperation and reasonable organization and representation at the workplace makes these organizations valuable allies in green jobs initiatives. Especially in the areas of boosting efficiency in the use of energy and raw materials through better work organization and of retraining and retooling the global workforce to seize the new opportunities and to master the transition to green production and consumption.

ACTRAV promotes:

- ▶ The inclusion of issues related to climate change in already existing tripartite bodies such as occupational safety and health committees; as well as the use of national and international labour standards and collective bargaining agreements (at enterprise, sectoral and national level) for environmental action;
- ▶ The involvement of the social partners in decision-making in relation to green jobs strategies and policies at all levels and work that increases ratification of governance standards such as Convention No. 87 (Freedom of Association and Protection of the Right to Organise, 1948) and Convention No. 98 (Right to Organize and Collective Bargaining, 1949). As well as promotion of mechanisms set forth in Convention No. 144 (Tripartite Consultation (International Labour Standards), 1976) for those countries having ratified it;
- ▶ The continuation of ILO engagement with political processes including DW concerns in the climate change negotiations and the post 2012 framework and in the UN system response to climate change;
- ▶ The involvement of trade unions, with ILO support, for their participation in these fora.

A Just Transition

There is no doubt that climate change will have enormous impact on employment and the labour market. It is important that adaptation and mitigation measures are developed in such a way as to ensure DW.

In order to find solutions for the negative social consequences climate change policies might have on people and their income, several questions need to be addressed and included in policy debates and decisions:

- ▶ What will happen to workers and workplaces in weather sensitive sectors in the different regions of the world?
- ▶ What alternative jobs are there for laid-off workers?
- ▶ What are the working conditions (for example wages, health and safety, working time) in the new jobs created? Will they be decent jobs?
- ▶ What kind of unemployment benefits will laid-off workers, and workers in transition have between jobs?
- ▶ What kind of education and training initiatives are provided for workers who want to change?
- ▶ What will happen to workers who have to migrate because jobs or land no longer exist?
- ▶ Who will finance the social costs of environmental change and how will it be done?

The challenges and answers to these questions are important to address as they might provide tools for a socially 'just transition'. ACTRAV will promote the inclusion of these concerns in all ILO activities as well as the involvement of the social partners in policy decisions and decision-making bodies at all levels (workplace, national, global) in order to better address these concerns.

"Substantial evidence exists that environmental transition happens fastest and most efficiently when workers are involved, so that those affected by environmental policy are secure in the knowledge that their views and needs are being fully considered and responded to. Involving employee representatives, such as trade unions, in the planning of environmental measures – as advocated by "A Just Transition" – is one way to make better use of employees as drivers of environmental change." (A green and fair future for a just transition to a low carbon economy", Trade Union Congress, London, 2008)³⁶.

Capacity-Building

Skills development for green jobs and just transition will be very important and linked to awareness raising and capacity building of constituents.

The Worldwatch Institute's report on 'Building a Green Economy' dated 12 November 2008 indicates *"shortages of skilled labour could put the brakes on green expansion"*. It continues to stress *"In both developing and industrialized countries there is an increasing need for what some have termed 'green collar' training."* This is especially important for people in disadvantaged communities to provide a ladder out of poverty and connecting green jobs with social equity.³⁷

The ILO will pay attention to the fact that the developing world needs specific assistance and skills development as well as technology transfer from developed to developing countries to address the problems of climate change. It is important for the ILO to look at the gender issue of climate change. Women are increasingly seen as more vulnerable than men to the effects of climate change because they represent the majority of the world's poor and are proportionally more dependent on threatened natural resources.

Women tend to play a greater role than men in natural resource management such as farming, planting, protecting and caring for seedlings and small trees. As well as ensuring nutrition, they are care providers for their families. Yet, in the long run, no one, whether woman or man, rich or poor can remain immune from the challenges and dangers brought on by climate change.

ACTRAV will:

- Through its technical cooperation programmes, stress the need for assistance to developing countries and vulnerable groups, and will cooperate closely with its unit at the International Training Centre in Turin to develop specific capacity-building courses for trade unions on green jobs' issues, as well as components of green jobs' issues which might be integrated into other general courses;

³⁶ <https://www.tuc.org.uk/touchstone/Justtransition/greenfuture.pdf>

³⁷ <http://www.worldwatch.org/node/5935>

- Through the Global Union Research Network (GURN)³⁸, continue to provide better access to research networks, enabling unions to develop analytical capacity for public debates, and policy formulation, including on green jobs;
- Insist on the promotion of green jobs in all DWCPs in cooperation within UNDAF and with other partners to promote the DWA to highlight the creation of new green jobs and transition from 'old jobs' to 'new';
- Facilitate education and training to address climate change challenges and promote the implementation of Convention No. 142 (Human Resources Development, 1975), and Convention No. 140 (Paid Educational Leave, 1974), especially in relation to vocational training and time off to be able to follow and attend courses and activities in relating to re-tooling of skills.

³⁸ www.gurn.info

Section 3 (1):

**Decent Work
Country Programme**

Section 3 (2);

**Designing and
Implementing
a Decent Work
Country Programme**

Section 3 (1): Decent Work Country Programme

1. Introduction

The ILO has decided to focus its assistance to member States on achieving decent work objectives through time bound and resourced vehicles called Decent Work Country Programs (DWCPs).

Each DWCP is expected to reflect the Decent Work Agenda (DWA) as expressed through the decisions of the International Labour Conference and the Governing Body, in the context of the Social Justice Declaration (SJD) and the Global Jobs Pact, (GJP) two key documents correlated with the 2010-2015 Strategic Policy Framework (SPF).

The Programme and Budget for 2008-09 (P&B) identified five common principles of action that define the ILO's approach to addressing any social, labour and employment matters related to its mandate.

All ILO action

- Supports a fair globalization;
- Contributes to poverty reduction;
- Advances gender equality;
- Promotes and respects international labour standards;
- Involves constituents in social dialogue, and where appropriate, tripartite dialogue.

Consistent with those common principles, tripartism and social dialogue are tools to strengthen assistance to, and participation of, ILO constituents in the promotion of decent work.

DWCPs will be gender-responsive and include an analysis of the specific needs and concerns of both women and men in the country context section. This analysis will be reflected in Country Programme (CP) outcomes, indicators and strategies to show how these needs and concerns will be addressed.

The commitments of each Member State that arise from its ratified ILO Conventions, and from gaps in the implementation of such obligations, and from any observations made by the supervisory bodies, will be incorporated into the DWCP for that Member State.

2. Policy Coherence and Resource Integration

DWCPs are ILO governance documents that:

- Specify the Office's intended results during a specific time period in a specific country (CP outcomes);
- Are consistent with the ILO commitment to tripartism and social dialogue and draw on consultation with constituents to help establish CP priorities;
- Are implemented with the engagement of constituents;
- Provide a vehicle for the Office to manage its collaboration with other UN agencies and partners through the UN Development Assistance Frameworks (UNDAFs) that also engage ILO constituents;
- Are meant to bring about results through coherent and effective strategies that are coordinated by the efforts of the ILO and constituents. They focus on the achievement of well-defined CP outcomes for a limited number of CP priorities in a member State.

Essential Policy Components

Actions in different technical areas

Constituents seek ILO cooperation to address issues that may require coherent policies and actions in different areas to achieve the intended CP outcomes.

For example, eliminating the worst forms of child labour may require measures to create jobs for parents and the strengthening of labour inspectorates. Gender equality can be promoted through vocational training, support for entrepreneurship, eliminating discrimination in social security provisions, or strengthening labour legislation.

International Labour Standards (ILS) and tripartism and social dialogue are integral to ILO responses in all countries.

Various means of action

The goals of specific DWCPs often combine advocacy and technical advice, capacity building and services, as well as strategic partnerships, direct demonstration projects and research. The appropriate mix varies with different situations.

Contributions from external offices and ILO Headquarter's Units

DWCPs encourage greater focus on CP outcomes and the strategies designed to help realize them provide units at Headquarters with a clearer basis for committing resources.

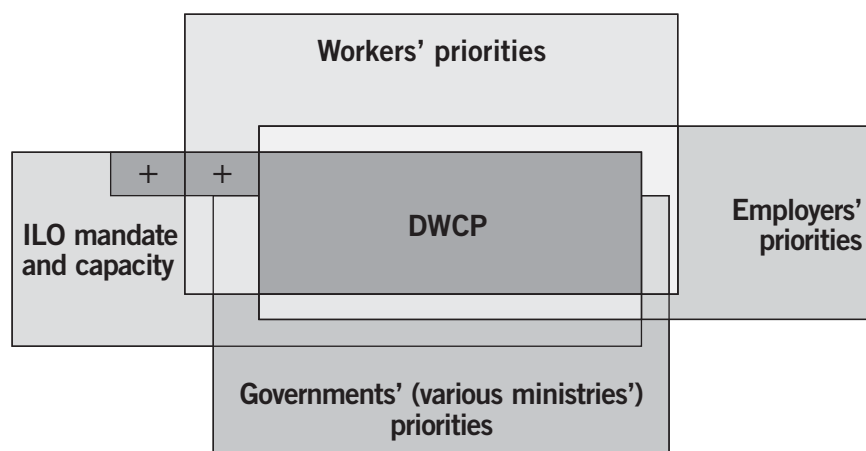
If the responsible ILO Office Director can show how the DWCP contributes to the achievement of immediate and joint immediate outcomes in the ILO's P&B for a biennium and how it contributes to the achievement of a regional DWA decade; they can have greater influence over Headquarters' programmes and resources.

Support from different funding sources

ILO activities are increasingly funded from a variety of sources that can be effectively combined in one coherent and focused programme. The strategic focus of a DWCP and its linkage to a national development plan can provide a compelling argument for additional external resource mobilization at the global and local levels.

Identifying resource gaps is important in terms of potential Regular Budget Supplementary Account (RBSA) allocations and as a basis for dialogue with donors, especially where clear opportunities to accelerate progress toward CP outcomes exist.

The DWCP process encourages workers' organizations, employers' organizations and governments to work together to determine CP priorities and outcomes, contribute to their achievement, and evaluate progress. This demonstrates the importance of the Office providing the support necessary to build constituent capacity to fulfil their roles.



Tripartism and Social Dialogue

Tripartism and social dialogue are the policy framework for the entire DWCP process and one of the ILO's four strategic objectives. It is a tool to make all the other strategic objectives operational.

The ILO defines social dialogue as including all types of negotiation, consultation and exchange of information between, or among, representatives of governments, employers and workers on issues of common interest.

How social dialogue actually operates varies from country to country and from region to region. Effective social dialogue depends on:

- Respect for the fundamental rights of freedom of association and collective bargaining;
- Strong, independent workers' and employers' organizations with the technical capacity and knowledge required to participate in social dialogue;
- Political will and commitment to engage in social dialogue on the part of all parties.

Institutional support

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.

A Key Policy Area Checklist

No.	Policy Area	Key Parameters
I	Tripartism and social dialogue as a driving factor and a policy framework of the DWCP process across the Office and the Organization	• All ILO inputs into DWCP formulation process across the four ILO Sectors should be underpinned by the Tripartism and Social Dialogue approach; • DWCPs should be driven by the interests of the ILO's constituents; • DWCP negotiations related to national development policies should involve all ILO national constituents; use Tripartism and Social Dialogue mechanisms and procedures and International Labour Standards (ILS) to develop a consensual basis; • DWCPs should try to reflect one or more priority areas, shared by all the constituents reflecting their specific needs; • DWCPs should contain capacity and institution-building elements benefiting the three constituents; • DWCPs should promote sound industrial relations based on ILS to strengthen all the parties concerned; • DWCPs should assist workers' and employers' organisations in the field of collective bargaining; • Whenever possible, and if requested by constituents, DWCPs should address sectoral issues;
II	Fundamental rights at work	• DWCPs should include the fundamental principles and rights at work as enshrined in the Declaration and be promoted with the full involvement of the ILO constituents; • Particular attention should be paid to freedom of association and the right to collective bargaining; • DWCPs should promote rights-based development and poverty alleviation; • DWCPs should contribute to the promotion of the up-dated ILO instruments; • Strengthening labour administration, improving labour legislation and enforcing its implementation should be high on DWCPs agendas;

III Freely chosen productive employment	• DWCPs should promote the creation of decent jobs and full and productive employment for all women and men; providing incomes that meet basic economic and social needs of citizens; • The DWCP employment component should assist national sustainable development that includes both a social and an environmental dimension in order to reduce poverty, gender inequality and social exclusion; • Implementation of the Gender Equality Agenda should be viewed as a priority and should involve all the social partners;
IV Social protection	• DWCPs need to have the effective involvement of the social partners in policy development concerning occupational safety and health (OSH), HIV-AIDS, and social security schemes; • Social partners in DWCPs should be involved in the process of social security reform; • Effective involvement of all social partners in national campaigns on “Social Protection for All”.
V Gender Equality	• DWCPs should make extensive use of tripartism and social dialogue to combat gender inequalities and discriminations in each country.

Focusing on ILO and partner contributions

- ▶ In every member State, the ILO promotes Decent Work as a national objective and assists constituents to advance towards that objective. A DWCP is the main instrument for ILO cooperation over a period of four to six years in a specific country;
- ▶ The content of DWCPs varies from country to country based on national circumstances, the ILO's global commitments and the priorities established in the SPF, the P&B and the regional DWA or decade;
- ▶ The best DWCPs are focused and prioritized in terms of their CP outcomes and recognize that tripartism and social dialogue, and ILS are central to the planning and implementation of a coherent and integrated ILO programme of assistance to constituents in member States. They are closely aligned with national development strategies, including Poverty Reduction Strategies (PRS) and United Nations Development Assistance Frameworks (UNDAFs);
- ▶ DWCPs guide the most effective and efficient use of resources, both human and financial in order to generate the greatest possible results in pursuit of CP priorities. They encourage strategic partnerships, leveraging of resources and resource mobilization.

The need to be dynamic

- ▶ As noted above, DWCPs reflect the circumstances in which they are developed. For example, the first DWCP for a country may be limited in scope. But as it gains in credibility and makes clear progress towards intended CP outcomes and as the capacities of constituents increase; it should be possible to expand its scope at a later stage.

National policies and development plans

- ▶ Many countries already have national development plans or sets of social and economic policies that address issues of relevance to the ILO mandate such as youth employment, vocational training and the promotion of gender equality;
- ▶ Many of those plans now refer to internationally agreed goals such as MDGs and PRSs. The priorities in those plans or policies can provide a focal basis for multilateral and bilateral technical cooperation support;
- ▶ Constituents and ILO officials need to take these into account in defining CP priorities and outcomes. It is often possible to identify where the ILO's comparative advantage can best support the achievement of national goals.

3. Mainstreaming International Labour Standards

International Labour Standards (ILS) are an integral component of a DWCP but the reality shows that their importance is not always reflected and they are often absent. As a minimum, all the core labour standards should be integrated into a DWCP.

Given the absolute priority that the Workers' group and ACTRAV attach to ILS, much needs to be done to ensure that they are properly taken into consideration in the design of the DWCP and the implementation of activities.

The full application of Standards at the country-level is a long-term process that includes the stages of promotion, ratification and implementation. Numerous workers around the world affirm the existence of a large gap between the number of ratified Conventions and those actually applied in their countries.

Technical Support

Technical cooperation activities and assistance must be provided in a DWCP to support these stages:

- ▶ **Promotion** including studies, research and data gathering, training, exchange of experiences and best practices;
- ▶ **Ratification** including legal technical assistance, institutional capacity-building and training;
- ▶ **Application** including technical assistance and legal advice, strengthening of data collection and reporting capacity, information sharing and dissemination, training and capacity-building, compilation of lessons learned and best practices.

The ILO Standards Specialists in the field have a crucial role to play in the preparation and design of DWCPs. They can ensure that ILS are adequately addressed throughout the process of problem and context analysis, identification of priorities, definition of outcomes and outputs, and implementation, as well as monitoring and evaluation.

The role of ACTRAV's specialists is to:

- ▶ Join the process at the beginning and heed the important contribution made by bipartite and tripartite activities;
- ▶ Include judges and parliamentarians, who can make a contribution to the practical implementation of ratified and non-ratified Conventions;
- ▶ Adequately prepare trade union leaders and give them proper tools to defend the inclusion of ILS in the DWCPs;

- ▶ Use the Standards as references for policy guidance in implementation, or as an objective (for example, the ratification or full implementation of a Convention), or as an indicator of progress;
- ▶ Discuss the elements of the 2007 Governing Body Strategy and Plan of Action (298th Session, March 2007)³⁹ to enhance the impact of the standards system with the unions at the country level to assist in identifying priorities. The strategy stipulates that the conclusions of the Cartier Working Party and the comments of the supervisory bodies will be the major sources of information for the identification of priorities for the promotion and implementation of ILS.

These tasks are facilitated by the fact that all topics within the world of work have a relevant international labour Convention or Recommendation.

The priority will be to ensure promotion, ratification and application of the core labour Standards.

Thematically the focus should be on the promotion of the priority Conventions, regarded as most significant for governance:

- ▶ The Labour Inspection Convention, 1947 (No. 81);
- ▶ The Employment Policy Convention, 1964 (No. 122);
- ▶ The Labour Inspection (Agriculture) Convention, 1969 (No. 129);
- ▶ The Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144).

In addition, the work should involve where appropriate, the most recently adopted Standards:

- ▶ The Seafarers' Identity Documents Convention (Revised), 2003 (No. 185);
- ▶ The Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187);
- ▶ The Work in Fishing Convention, 2007 (No. 188).

At the country-level, these priorities have to be coordinated with country-specific needs and priorities that are identified by the constituents and supervisory bodies. In order to feed into the dialogue with constituents regarding the priorities for DWCPs, it is crucial that the relevant information is communicated in a proactive and timely manner.

³⁹ http://www.ilo.org/wcmsp5/groups/public/—ed_norm/—relconf/documents/meetingdocument/wcms_gb_298_9_rev_en.pdf

Quality Assurance Mechanisms

The Quality Assurance Mechanisms are used to ensure that when DWCP priorities have been established, all relevant standards are taken into account and activities are budgeted to:

- ▶ Promote ratification of up-to-date standards related to a DWCP priority;
- ▶ Promote the application of a ratified standard;
- ▶ Promote the denunciation of out-of-date standards (if appropriate) relating to a DWCP priority, and ratification of the related up-to-date Conventions;
- ▶ Ensure tripartite consultation on newly-adopted Conventions;
- ▶ Ensure adequate reporting on a ratified Convention, including input from the social partners;
- ▶ Respond to the supervisory bodies' comments, including revisions of law and practice;
- ▶ Strengthen social partners' capacity to constructively use complaints procedures.

ACTRAV Headquarters is involved in the Quality Assurance Mechanism Group that appraises and comments on all DWCPs. ACTRAV field in close cooperation with the trade unions should check that these points are included and if not report this to ACTRAV Headquarters.

(For more detailed information see Attachment 2)

4. The Framework of Development Policies

The Declaration on Social Justice for a Fair Globalization

This Declaration represents a crucial contribution to the implementation of the DWA within the framework of development policies and practices. It demonstrates a common commitment to build a world based on social justice:

The Declaration on Social Justice for a Fair Globalization

- Resonating agenda reaffirmed through the Declaration on Social Justice for a Fair Globalization (June 2008)
- Offers strong support for the Decent Work Agenda
- Challenges the Office to better serve its constituents
- Emphasis on collaboration and teamwork, both internally and externally



“The Declaration speaks of the need to make a different reality possible,” said ITUC’s General Secretary. “In place of our world of income inequality, high levels of unemployment and poverty and the growth of unprotected work, the adoption of this Declaration demonstrates a common commitment to build a world based on social justice.”

The mandate of the ILO under the Declaration of Social Justice requires that:

- ▶ To regularly review the components of decent work and put into effect DWCPs to achieve the DWA;
- ▶ To examine all economic, financial and trade policies; since they all affect employment;
- ▶ Evaluation of the employment effects in order to place employment and decent work at the heart of economic policies;
- ▶ To make a strong and effective impact on the activities and policies proposed by the International Monetary Fund (IMF), the World Bank (WB) and the World Trade Organization (WTO);
- ▶ To clearly emphasize gender equality and non-discrimination;
- ▶ Develop a new package of international labour standards to be promoted everywhere, in particular the “governance” standards, covering tripartism,

employment policy and labour inspection, in addition to the Core Labour Standards;

- Work to achieve the extension of social security to all, and a basic income for all in need, a minimum living wage and safe and healthy working conditions.

“The Declaration demands policy coherence based on social justice outcomes”, said the ITUC General Secretary, “and consolidates decent work’s status as the cross-cutting objective of the global community.”

Through the Declaration governments, employers and workers from all member States call for a new strategy to sustain open economies and open societies based on social justice, full and productive employment, sustainable enterprises and social cohesion. The Declaration acknowledges the benefits of globalization; calling for renewed efforts to implement decent work policies as the means to achieve improved and fair outcomes for all.

The Declaration

- Gives ILO constituents a key responsibility to contribute, through social and economic policy, to the realization of a global and integrated strategy for the implementation of the DWA;
- Asks the ILO to invite other international and regional organizations to promote DW, adding *“as trade and financial market policy both affect employment, it is the ILO’s role to evaluate these employment effects to achieve its aim of placing employment at the heart of economic policies”*.

The fundamental principles of Freedom of Association

The Declaration stresses that right to collective bargaining, the elimination of all forms of forced labour, the effective abolition of child labour and the elimination of discrimination in employment and occupation, are the Organization’s bedrock principles. It underscores the particular significance of these rights as enabling conditions for the realization of the ILO’s four strategic objectives.

In line with the Declaration’s mandate, the ILO needs to be at the centre of a new multilateral architecture that can respond effectively to the current crisis in market-driven globalization by placing employment, social priorities and the promotion of Decent Work at the heart of decision-making.

The Strategic Policy Framework 2010–15⁴⁰: Making Decent Work Happen

The Declaration and its accompanying resolution have wide-ranging implications for the constituents, the Office and the Organization as a whole. They call for measures “*to make the fullest possible use of all the means of action provided under the Constitution of the ILO to fulfil its mandate*” and reform of the institutional practices and governance of the Organization. The Conference clearly and strongly demanded that the work to enhance the capacity of the ILO start as soon as possible.

The Declaration’s implementation plan is complementary to the Strategic Policy Framework 2010-15 (SPF) and the Programme and Budget Proposals (P&B) for 2010-11, and it is critical to ensure that these documents form a coherent whole. They will be implemented through the P&Bs, successive programme and budgets and the governance mechanisms of the International Labour Conference, the Governing Body and Regional Meetings.

DWCPs play an important role in recognizing the constituents’ priorities as do Regional Meetings, agreements and plans of action, and will guide the implementation of ILO activities at the country level.

- The SPF addresses the medium-term challenges which the Declaration identifies for the Organization and charts the strategic path to be followed for the next six years;
- The 2010–11 P&B identifies the substantive measures and corresponding resources that are necessary for implementation;
- The proposal translates into concrete terms the demand for new work methods and strengthening the capacity to provide services to constituents.

The 19 Outcomes

Both the SPF 2010-15 and the P&B 2010-11 are based around a comprehensive, inter-related and mutually supportive set of 19 Outcomes.

Given the consequences of the economic and social crisis, it is more urgent than ever to deliver the DWA and give effect to the Declaration. The Workers’ group endorsed the thrust of the SPF and of the P&B for 2010-11 but also insisted that the documents did not sufficiently emphasize the Organization’s standard-setting function and its importance as a cornerstone of ILO activities, as described in the Social Justice Declaration (SJD).

⁴⁰ http://www.ilo.org/gb/GBSessions/GB304/lang--en/commId--ALL/WCMS_101597/index.htm GB 304/pfa/2(Rev) 304th Session

The implementation of the 19 Outcomes and their translation into the results of DWCPs should redress this weakness.

1	Employment Promotion
2	Skills
3	Sustainable Enterprises
4	Social Security
5	Working Conditions
6	Occupational Safety and Health
7	Migration
8	HIV/AIDS
9	Employers' Organizations
10	Workers' Organizations
11	Labour Administration
12	Social Dialogue and Industrial Relations
13	Decent Work in Economic Sectors
14	Freedom of Association and Collective Bargaining
15	Forced Labour
16	Child Labour
17	Discrimination
18	International Labour Standards
19	Mainstreaming Decent Work

Each Outcome has an Outcome Statement that describes the position to be reached by 2015.

The Outcome Statement for Workers' Organizations is an example:

Outcome Statement: Workers have strong, independent and representative organizations

Position to be reached by 2015: Stronger workers' organizations have the capacity to analyse economic, labour, social and environmental policies in the light of the fundamental objective of social justice. This information is used to improve workers' conditions. Broader recognition and use of freedom of association and collective bargaining enhance workers' participation in development and poverty reduction agendas at all levels. Full involvement of workers' organizations in DWCPs and in many partnerships under the United Nations Development Assistance Frameworks promotes decent work in the multilateral system.

Outcome-based Workplans (OBW)⁴¹

The ILO is introducing Outcome-based Workplans (OBW) as directed by the P&B 2010-11. They will be prepared prior to the start of the biennium as part of implementation and planning for 2010-11.

Background:

- The Declaration requires the Office to make major advances in effectiveness and efficiency, primarily through priority setting, focus on results and the consolidation of structures and processes;
- OBW are a major element of this and will '*foster coherence, coordination and collaboration within the ILO*' and '*encourage joint Office-wide action*'. They will support ongoing change in management processes;
- The workplans transparently encourage and reward collaboration across ILO HQ, the field and ITC Turin, and are directed at achieving the P&B outcomes and delivering enhanced services to constituents.

Rationale:

- Strengthen the integrated resource framework, allocating all sources of funds towards achieving the P&B outcomes;
- Encourage all organizational units to contribute to multiple P&B outcomes;
- Estimate resource requirements, plan available resources and identify resource gaps that in turn drive resource mobilization and future resource allocation;
- Support the entire programming cycle through planning, implementation and reporting and the use of existing ILO tools (IRIS and SM);
- The high-level workplans of individual managers remain responsible for managing the units and offices for their contribution to the CP outcomes;
- The individual managers at all levels must ensure that they are contributing to the high level workplans and at the same time are responsible for implementing their specific contributions to the CP Outcomes.

Design:

- Building on experience and programming tools for making incremental changes for 2010-11 and beyond, in line with progress on programming capacity and IRIS roll-out to the field;
- Acknowledges that quality and focus of DWCPs is gradually improving;
- Encourages, facilitates and rewards joint work through pooling of resources towards outcomes while ensuring recognition of the contribution by individual units.

⁴¹ <http://www.ilo.int/public/english/bureau/pardev/development/index.htm>

DWCP Outcomes

Each OBW will include an expanded version of the strategy contained in the P&B, adapted for developments such as the crisis. These will demonstrate how and where DWCP outcomes will be achieved and which Global Products will be produced by Headquarters.

The workplans will orient the allocation of the regular budget, the Regular Budget Supplementary Account (RBSA) and extra-budgetary resources towards the priorities identified in a process of dialogue across Sectors, Regions, GENDER, ITC Turin and the ILO Institute.

The Executive and Regional Directors will oversee this process, with PROGRAM and PARDEV providing support and guidance at the various stages.

The Minute (PROG/PB 2010-11) jointly sent on 4 August 2009 by PROGRAM and PARDEV to all ILO Executive and Regional Directors, insists that *“It is expected that ACT/EMP, ACTRAV, GENDER and the International Training Centre of the ILO, Turin, will participate in the elaboration of all OBWs”*.

ACTRAV staff, both at Headquarters and in the Field, should make full use of this opportunity in order to more effectively design and implement DWCPs.

Mainstreaming the Global Jobs Pact (GJP)

As mentioned previously, the GJP is a set of balanced and realistic policy measures that countries, with the support of regional and multilateral institutions, can adopt to ease the impact of the crisis and accelerate recovery in employment.

Adopted in at the 98th Session of the ILC in June 2009, it calls on member States to put decent work opportunities at the core of their crisis responses. It addresses the social impact of the global crisis on employment and proposes job-centred policies for countries to adapt according to their national needs.

Guided by the DWA and commitments made by the ILO constituents in the 2008 Declaration on Social Justice for a Fair Globalization, the GJP recalls that respecting fundamental principles and rights at work, strengthening social protection, promoting gender equality and encouraging participation and social dialogue are critical to recovery and development.

The GJP proposes a portfolio of policies aimed at:

- ▶ Generating employment;
- ▶ Extending social protection;
- ▶ Respecting labour standards;
- ▶ Promoting social dialogue;
- ▶ Shaping a fair globalization.

In summary, the GJP is about promoting jobs and protecting people, about responding to both the people's agenda and the needs of the real economy.

5. United Nations' Reform and the ILO

There are an increasing number of instances of the engagement of the ILO with other multilateral organizations. Of particular interest is the inclusion and adoption of ILO policies and programmes by the other institutions. The DWA of the ILO and the recently adopted GJP are featured in many of the resolutions; and conclusions adopted by the multilateral organizations, particularly, in response to the current global economic and social crisis.

The GJP, underpinned by the DWA of the ILO is seen as a practical response to the current crisis by the multilateral organizations and is an example of policy coherence between multilateral organizations.

- The DWA and the GJP are included in most of the decisions, policies and resolutions adopted by multilateral organizations.

For example the UN General Assembly at its 63rd Session⁴² (September 2009) adopted the following statement:

"We request the Secretary General to report to the Economic and Social Council on a regular basis on the work of the High-level Task Force on the Global Food Security Crisis. We invite the International Labour Organization to present the "Global Jobs Pact", adopted at the 98th session of the ILC, to the substantive session of the Economic and Social Council in July 2009, which intends to promote a job-intensive recovery from the crisis, drawing on the decent work agenda and to shape a pattern for sustainable growth."

The UN's High-Level Committee on Programmes adopted nine initiatives in response to the crisis and the ILO is seen as the lead for two initiatives: the Global Jobs Pact and the social protection floor.

The ILO has been called upon to use its expertise and policies in responding to global problems. At the meeting of G-20 Labour and Employment Ministers in Washington DC (23 April 2010)⁴³, *"President Obama also mentioned additional ILO analysis to help the forthcoming G-20 Labour and Employment Ministers' meeting, including the preparation of a twenty-first century job-training strategy enabling workers to succeed in an evolving global economy"*.

Joint working groups have been established arising out of the Joint ILO/World Bank technical workshop on the impact of the financial crisis on employment held in Geneva on 25 January 2010⁴⁴. The outcome of the meeting was quite positive and the Office was able to insist that the WB include, as a package, the entire concepts of Decent Work and the Global Jobs Pact.

⁴² <http://www.un.org/ga/63/resolutions.shtml>

⁴³ http://www.dol.gov/ILAB/media/events/G20_ministersmeeting/index.htm

⁴⁴ http://www.ilo.org/gb/GBSessions/lang--en/docName--WCMS_122400/index.htm

Through such engagements the ILO has continued to contribute to a more coherent UN system-wide approach and the contributions made by the ILO Toolkit⁴⁵ to improve the UNDAF.

- ▶ The United Nations Development Group (UNDG) is one of the three high-level committees of the Chief Executives' Board (CEB), dealing with operational and country-level development issues;
- ▶ UNDAF is the strategic programme framework that describes the collective response of the UN system to national development priorities.

The 2007 triennial comprehensive policy review encouraged the UN development system to intensify its collaboration at the country and regional levels towards strengthening national capacities and the UNDAF.

In 2009 an extensive exercise was undertaken leading to the adoption of a document to improve guidance on UNDAFs: *How to prepare an UNDAF? Part I: Guidelines for UN Country Teams*⁴⁶; *Part II: Technical guidance for UN Country Teams*⁴⁷ approved by the UNDG in November 2010.

- ▶ The Guidelines ensure that the ILO and its constituents enjoy a much better position than previously;
- ▶ International labour standards, the CEB Toolkit, the ILO's gender audit methodology, fundamental principles and rights at work, the social partners and south-south cooperation are now included in the document. In particular, international labour standards are referred to in this manual's Section on the mission of UN country teams;
- ▶ The social partners, with specific reference to employers' and workers' organizations, are listed in three different parts of the text, which now provides a better basis for ensuring an impact on development operations related to the world of work at the country level.

UN country teams have to apply the following programming principles, which are intended to strengthen the quality and focus of UN responses to national priorities based on common values and standards:

- ▶ Human rights-based approach;
- ▶ Gender equality;
- ▶ Environmental sustainability;
- ▶ Results-based management;
- ▶ Capacity development (the central thrust and main purpose of UN country teams' cooperation).

⁴⁵ <http://www.ilo.org/fairglobalization/report/toolkit/lang--en/index.htm>

⁴⁶ http://www.ilo.org/public/english/bureau/program/dwcp/download/undaf_part1.pdf

⁴⁷ http://www.ilo.org/public/english/bureau/program/dwcp/download/undaf_part2.pdf

The Millennium Development Goals (MDGs)⁴⁸

The ILO was designated as lead agency for one of two subgroups dealing with MDG 1 (Eradicate extreme poverty and hunger) and submitted a general paper on addressing targets 1.A (Halve, between 1990 and 2015, the proportion of people whose income is less than US \$1 a day), and 1.B (Achieve full and productive employment and decent work for all, including women and young people). The latter incorporates the new indicators negotiated by the ILO in 2007. The World Food Programme and the Food and Agriculture Organization (FAO) lead the second subgroup. The ILO has also been involved in consultations on the review exercise in general.

‘Delivering as One’⁴⁹

The UN reforms are proposed changes to the ways the UN and its agencies operate. Named ‘Delivering as One’, it means significant change to the way in which the UN agencies will work at the national level in each country. UN operations will have one leader, a common programme, one budget, and one office.

‘Delivering as One’ should mean better coordination between UN agencies, donors and national governments resulting in better delivery of UN programmes while helping economic and social development. The ‘Delivering as One’ concept is now being trialled in Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Vietnam, and Uruguay. If successful the reforms will be extended progressively to other countries. Joint implementation committees have been set up in some countries and joint planning between the ILO and the UN lead agency, UNDP has already started.

The ILO’s Governing Body 298th Session of March 2007 endorsed the ILO’s participation in the UN reform process, but with some cautions. At the conclusions of the discussion, the Director-General of the Organization emphasized that the ILO will benefit from the reform process due to greater visibility of its Decent Work Agenda within the UN system, and the inclusion of Decent Work in the Millennium Development Goals (MDGs).

The Workers’ group’s Concerns

The Workers’ group of the ILO’s Governing Body has some significant concerns about the ‘One UN’ and ‘Delivering as One’ proposals. They centre on risks that the representation of ILO constituents and ILO expertise in social and economic development maybe diluted.

Align with Decent Work

While the concept of DW is widely recognized, commitment is still needed to align national policies and the policies of international institutions more coherently with the DWA. In particular, the importance of tripartism for the governance of globalization is not yet fully understood beyond the ILO.

⁴⁸ <http://www.un.org/millenniumgoals/bkgd.shtml>

⁴⁹ <http://www.un.org/events/panel/resources/pdfs/HLP-SWC-FinalReport.pdf>

Growth is not enough

Globalization is far from securing an equitable distribution of the benefits of economic growth. Even the Board of Directors of the World Bank has recently affirmed that while economic growth is a crucial element for poverty reduction, growth in many developing countries has not always been associated with better labour market conditions.

Quality jobs

Employment creation has been slow. Workers are often trapped in low productivity and low-paid jobs. As a result, the international community increasingly recognizes the importance of creating quality employment to ensure that growth is shared fairly and widely. ILO expertise and the involvement of the social partners are needed more than ever.

ILO's Comparative Advantages: Relevance to Development

The key message from the ILO's Workers' group is that the ILO should reaffirm its relevance to social and economic development in this globalized world. This especially applies to the ILO's:

- ➔ Unique role in standard setting;
- ➔ Supervisory system for international labour standards;
- ➔ Unique tripartite structure.

Workers' Rights

Governments committed to fairly distributing the benefits of globalization through more and better jobs, should commit to coordinating macroeconomic and social policies with systems of collective bargaining based on freedom of association. The effective rights of workers to organize, join trade unions and bargain collectively are important in both industrialized and developing countries.

Social dialogue

- Where unions exist and are allowed to bargain, there is higher pay, more secure work, more training, more efficient economies, more just societies and less corruption. The concepts of negotiation and compromise are undervalued. But social dialogue, and particularly collective bargaining as its most advanced form, produces better results than command-and-obey unilateralism. Workers' organizations should not be defensive about the process or outcomes of dialogue.

Tripartism

- ▶ At the ILO Governing Body meeting in March 2007, the Workers' group made it clear that the tripartite nature of the ILO, its normative work in international labour standards and its supervisory mechanism must not be affected by UN reform. The participation of workers' and employers' organizations in the management and activities of the ILO is added value to the UN family. However, there are fears that 'Delivering as One' could undermine the ILO's tripartite structure. This is because the ILO is the only UN agency with a tripartite structure.
- ▶ Within the wider UN, trade unions (and employers' organizations) often have the status of mere pressure groups.

Social pillar - the Social Justice Declaration (SJD)

- ▶ Within the new UN system, the ILO should continue its work to promote social justice and act as the social pillar of the system. In this regard the Social Justice Declaration (SJD), and the Global Jobs Pact (GJP), recognized by the broad UN family, constitute highly valuable instruments for the incorporation of the DWA in programming principles and activities of the UN and its specialized agencies.
- ▶ In fact, the Declaration gives ILO constituents a key responsibility to contribute, through their social and economic policy to the realization of a global and integrated strategy for the implementation of the DWA. The Declaration also asks the ILO to invite other international and regional organizations to promote Decent Work; adding *"as trade and financial market policy both affect employment, it is the ILO's role to evaluate these employment effects to achieve its aim of placing employment at the heart of economic policies"*.
- ▶ The ILO needs to reaffirm its status as the institution that provides clear and informative analysis of the world of work in all its aspects. The ILO should promote its ability to address DW deficits through standards, policy coherence, policy design and technical cooperation. Cross-cutting analysis and research on gender equality and sustainable development are also important parts of what the ILO is good at.

Independent partners

Freedom of association and collective bargaining enable the establishment of strong and independent social partners. Collaboration with these partners can lead to both social and economic improvements, as advocated by the Declaration of Philadelphia.

The Declaration of Philadelphia

This Declaration⁵⁰ was made in 1944 and is part of the ILO's Constitution. It embodies four principles:

1. Labour is not a commodity
2. Freedom of expression and of association are essential to sustained progress
3. Poverty anywhere constitutes a danger to prosperity everywhere
4. All human beings have the right to pursue their material well-being and their spiritual development in conditions of freedom, dignity, economic security and equal opportunity.

Core and other up-to-date labour standards

Trade unions welcomed, and still endorse, the recommendation from the World Commission on the Social Dimension of Globalization that *“all relevant international organizations should assume their responsibility to promote [core labour standards] and ensure that their policies and programs do not impede their realization.”*⁵¹

It should be stressed that Freedom of Association and the effective recognition of the right to Collective Bargaining are specifically recognised as enabling rights by the SJD. The corpus of ILO standards is an invaluable contribution by the Organization to the human rights' dimension of the UN's activities; including at the country level through the United Nations Development Assistance Frameworks (UNDAFs) for which human rights are one of the major cross-cutting programming principles.

Institutions Involved

- The UN reform process includes all UN agencies and the specialized agencies, but it does not include the international financial institutions (IFIs), of the World Bank and the International Monetary Fund. This is despite the fact that recent developments indicate there may be a greater need for such reform of these agencies.
- The High Level Panel on System-Wide Coherence⁵² meeting in April 2006, recommended yearly meetings amongst the IMF, the WB, the UNDP, the WHO, the FAO, UNESCO and the ILO to discuss the practical implications

⁵⁰ <http://www.ilo.org/public/english/bureau/inf/download/brochure/pdf/page5.pdf>

⁵¹ <http://www.ilo.org/public/wcsdg/index1.htm>

⁵² <http://www.un.org/events/panel/>

of the UN reform. At the international level, the UN system's Chief Executives Board for Coordination (CEB)⁵³ is responsible for coordinating the reform of the business management of the UN system.

DWCPs and UN Reform Initiatives

UNDAFs are becoming the primary vehicles to help bring about better coordination of the work of UN agencies in specific countries as part of UN reform. Where UNDAFs do not yet exist, other vehicles such as MDG Reviews and Poverty Reduction Strategies (PRSs) generally indicate internationally understood priorities for action.

- Where a UNDAF or similar vehicle already exists, the development of a DWCP is expected to take that vehicle into account. The ILO perspectives on fair globalization, poverty reduction and gender equality should influence the directions of future UNDAFs;
- ILO activities to build the capacity of workers' and employers' organisations can position those constituents to play a more active role among civil society organizations in UNDAF-related processes and other similar development coordination efforts.
The work of the ILO does not have to align completely with the priorities set out in a UNDAF or similar plan. In particular, the ILO's unique tripartite nature and responsibilities in terms of addressing fundamental rights must always figure in DWCPs, even if it is not reflected in an UNDAF or similar instrument for a member State.

Trade Union Involvement

Trade unions are encouraged to get involved in the UN reform process through their own established channels of communications with their governments and politicians. It is a matter of interest for both developing and developed countries.

Implementation committees

- There is hardly any involvement of trade unions in the UN Reforms' Implementation Committees at the national level. So far, reports show that these Committees are made up of government departments, UN agency representatives and the donors;
- ILO offices at the regional, sub-regional and national level must ensure that they enter into negotiations with other UN agencies only after discussions with their constituents and after taking due account of DWCP priorities and approaches.

⁵³ <http://www.unsystemceb.org/>

Joint missions

- ▶ Experiments are being carried out at the international level to develop different models based on the concepts of 'One Budget', 'One Program' and 'One Leader'. There are now a number of joint missions from UN agencies visiting the pilot countries to further the UN reform process in this regard.

Tripartism

- ▶ Reports indicate that trade unions are not fully involved in the UN reform pilot countries. It is important that the representatives of the UN agencies in a country, as well as the ILO staff, understand and appreciate the concept of tripartism. The ILO values should be seen as enriching the wider UN community with the ILO fully participating in the 'Delivering as One' UN reform process.

Opportunities

- ▶ The UN reform will have a direct impact on the work of the trade unions. Trade unions have to be active if they want to transform existing challenges into new opportunities.

Trade union strategies for 'Delivering as One'

- Discuss the issues and implications within your union;
- Appoint a coordinator to seek and provide information on the reforms;
- Determine union priorities for change and funding;
- Seek agreement with the ILO and the social partners on inputs to the Implementation Committee processes;
- Seek agreement to make an input into the UN programme for your country;
- Develop proposals for funding from any wider resources available from the One UN budget in your country;
- Raise concerns with the national government;
- Raise concerns regionally;
- Take steps to ensure unions are included in the national level committee established to implement the 'Delivering as One' UN reform.

Section 3 (2): Designing and Implementing a Decent Work Country Programme

1. Introduction

The ILO decided to focus its assistance on member States to achieve decent work objectives through time-bound and resourced vehicles called Decent Work Country Programmes (DWCPs). Since 2005 the ILO and its constituents began to develop and implement a first generation of DWCPs. These were evaluated and resulted, in 2008 in the production of 'Bringing Focus to ILO Country-level Contributions: A Guidebook for Developing and Implementing Decent Work Country Programmes'⁵⁴ and 'Project Design and Implementation Planning in the framework of DWCPs (Turin, Italy October 2008)⁵⁵.

These documents drew on the experience to date and an ongoing dialogue about best practices in the design and implementation of DWCPs. They are the basis for this Section which sets out basic principles, lines of responsibility and modalities for the design and implementation of DWCPs.

Areas for improving DWCPs

While progress has been made with regard to the development and implementation of DWCPs, there needs to be further consideration and improvement in certain areas based on findings and lessons learned from various reviews and evaluations:

- **Deepening ownership:** recognizes the need to improve ownership by deepening engagement with ILO constituents in all the stages of a DWCP cycle;
- **Building the capacity of constituents:** acknowledges that the constituents need to strengthen leadership and participation capacity, in order to deepen ownership;
- **Improving the ability to evaluate;** requires a stronger application of results-based management (RBM) to ensure that DWCPs may be evaluated and are RBM-oriented;

⁵⁴ <http://www.ilo.org/public/english/bureau/program/dwcp/download/guidev2.pdf>

⁵⁵ <http://www.itcilo.org>

- **Influencing other development framework:** recognizes the need for further efforts to effectively integrate DWCP priorities into UNDAFs and PRSs, improve knowledge-sharing and widen partnerships as strategic elements to put the DWA into practice at national, international and global levels.

The Key documents for developing a DWCP

- The concept paper;
- Draft DWCP document;
- Final document or version.

2. Political Framework of Decent Work Country Programmes

This Section is based on the Circulars No. 598 (A framework for implementing the decent work agenda⁵⁶) and 599 (Decent work country programmes⁵⁷), Director-General's announcements Series 1, 20/05/2004.

Basic Principles

- ▶ The overall goal of the ILO is DW for women and men in all countries based on an integration of the four strategic objectives;
- ▶ The International Labour Office provides technical and institutional assistance to constituents in member States to meet this goal;
- ▶ The Office has adopted a performance management framework (PMF) based on achievement of results;
- ▶ The broad orientations are defined in the Strategic Policy Framework (SPF);
- ▶ The biennial Programme and Budget (P&B) sets intended outcomes, strategies and resources for each strategic and operational objective.

The ILO needs to apply results-based methodology for cooperation with its tripartite constituents. The Governing Body has on various occasions expressed its full support for the design and delivery of a coherent ILO programme in a specific country.

Informed by international development agendas and based on the priorities of constituents and national development objectives, DWCPs detail the policies, strategies and results required to realize progress towards the goal of decent work for all.

DWCPs' Objectives and Principles

Objectives

- ▶ The promotion of Decent Work as a key component of development policies, leading to Decent Work becoming a national policy objective of the government and social partners, including other local actors and cooperating agencies. This recognizes that the ILO cannot realise these goals alone;
- ▶ Putting the ILO's knowledge, instruments and advocacy at the service of the ILO's tripartite constituents to advance the DWA within the fields of competence of the Organization.

⁵⁶ http://www.ilo.org/intranet/edmsp1/igds/groups/circulars/documents/ilogovernance/edms_005605.pdf

⁵⁷ http://www.ilo.org/intranet/edmsp1/igds/groups/circulars/documents/ilogovernance/edms_005606.pdf

Principles

- ▶ DWCPs are prepared and implemented time-bound and resourced programmes. They are a tool for effective decentralization of responsibility in the implementation of a coherent and integrated ILO programme of assistance to constituents in member States;
- ▶ Tripartism and social dialogue are fundamental principles and tools to strengthen assistance to, and participation of, ILO constituents in the promotion of Decent Work;
- ▶ DWCPs provide a framework to determine, with the participation of constituents, priority areas of cooperation in accordance with the ILO's mandate and strategic objectives;
- ▶ Within these priority areas, intended outcomes are defined. These outcomes are the basis to programme activities and resources, including regular and extra-budgetary funding;
- ▶ DWCPs are the ILO's contribution to national development plans and programmes, including PRSs, development assistance frameworks and common country assessments;
- ▶ DWCPs are formulated in gender sensitive terms, specifying how intended outcomes will affect women and men.

Roles and Responsibilities

The Governing Body agreed in March 2009, to implement a two-tier structure in order to strengthen the ILO's capacity to strengthen its Members globally. It will also support evolving development and operational framework within the UN system at the country level. (IGDS Number 150 (Version 1) of 13 April 2010 – Enhancing delivery of ILO services to constituents).⁵⁸

Main features of the enhanced field structure

- ▶ A two-tier structure in the regions with all country offices (servicing one or several countries) reporting directly to regional offices. This replaces the current three-tier structure which included sub regional offices (SROs);
- ▶ The use of national coordinators in countries where the ILO has no office, and where ILO activities warrant a stronger presence;
- ▶ The establishment of a number of Decent Work Technical Support Teams (DWTs) in each region. This will be achieved through the reorganization and/or reassignment, where relevant, of existing technical capacity so as to achieve greater critical mass.

⁵⁸ http://www.ilo.org/intranet/edmsp1/igds/groups/dirdocs/documents/igds/igds_002522.pdf

The new arrangements will provide for the flexible deployment of technical specialists within regions.

Functions of offices and reporting lines

The following are the core functions of the offices in the regions and the respective reporting lines.

Regional offices

- ▶ Regional offices retain their overall political and management responsibilities for the promotion of ILO principles and policies in the region and the implementation of the approved programme and budget. They provide strategic guidance and support to all country offices and DWTs in the region.
- ▶ Regional offices also play a principal role as ‘broker’ in cases of competing demands to ensure that technical services are provided across the entire region in an equitable and balanced way within the framework of outcome-based workplans. They facilitate the flexible deployment of technical specialists within regions, as and when needed.

Country offices (single or multi-country)

- ▶ Country offices (single or multi-country) have frontline responsibility to support constituents in developing and implementing activities in the context of the DWA. This is mainly in the form of DWCPs and is closely coordinated, where applicable, with UNDAFs;
- ▶ Country offices also have primary responsibility for the delivery of technical cooperation in countries, including extra-budgetary technical cooperation, as well as the supervision of the associated staff performing defined and time-bound tasks;
- ▶ Country offices draw on the services of technical specialists in DWTs and headquarters, as and when needed. The provision of technical support is therefore demand-driven by country offices;
- ▶ Directors of country offices are the representatives of the ILO in the country or countries covered by their office. They are responsible for ensuring that ILO constituents are provided with high-quality, timely, well co-coordinated and integrated services responsive to their needs and tailored to their realities at country level. They are also responsible for ensuring that their offices are efficiently and effectively managed in accordance with ILO regulations, rules, policies and procedures.

Decent Work Technical Support Teams

- ▶ DWTs provide high-quality, timely, and integrated technical support to country offices in the design and implementation of DWCPs in response to their requests within the framework of outcome-based workplans (OBWs). This support includes technical and policy advice, information and analyses;
- ▶ The workplans of DWTs in each region are coordinated and monitored by the respective regional office to ensure that the provision of technical support to country offices and tripartite constituents is equitable and balanced according to established criteria and agreed priorities;
- ▶ Employers' and workers' specialists are integral members of DWTs, with full responsibility to liaise with, and support, employers' and workers' organizations respectively;
- ▶ Technical specialists assigned to a specific DWT may be called upon to provide support to countries in the region other than those covered by their particular DWT;
- ▶ DWTs report on all issues to regional offices. Directors of DWTs, who may also have responsibility as directors of ILO country offices, are accountable to regional directors in all capacities. Regional directors prepare the performance management reports of DWT directors.

The ILO constituents

- ▶ Government departments and agencies, employers' and workers' organizations in member States actively participate in the formulation, implementation and evaluation of DWCPs;
- ▶ Priority areas of cooperation are identified. Political and financial commitments of constituents are taken into account. When appropriate, the priority areas of work are formalized with an exchange of letters.

Preparation and Implementation

Country characteristics

- ▶ DWCPs define the ILO strategy for the promotion of Decent Work in accordance with the specific characteristics and needs of each country;
- ▶ Common principles but differing strategies apply, reflecting the development path of each country;
- ▶ Points of entry vary from country to country, and over time;

- ▶ There will be different strategies for the combined promotion of fundamental principles and rights at work and international labour standards, employment promotion and enterprise development, social protection and social dialogue;
- ▶ Social dialogue is a powerful tool in furthering such integration;
- ▶ Partnerships and cooperation with international, regional and sub-regional institutions, and DWCPs, should be coherent and mutually supportive.

A DWCP is formulated within a results-based framework

- ▶ Problem analysis and lessons learned in that country;
- ▶ Priority areas of cooperation identified in line with national development frameworks (Common Country Assessment (CCA)⁵⁹; UNDAF, SPF, and P&B);
- ▶ The views and priorities of constituents in the country and the ILO mandate are taken into account;
- ▶ Clearly defined and intended Country Programme outcomes (CPOs) to be achieved;
- ▶ An implementation plan with outputs, activities and resources;
- ▶ Monitoring and evaluation of performance to be able to adjust strategies and achieve CP outcomes.

A DWCP identifies a limited number of priority areas of cooperation, within the priorities identified by the country.

These priorities must be where the ILO can make a significant contribution and achieve genuine impact.

Intended CP outcomes define the expected results of ILO cooperation in national action to advance the Decent Work Agenda

- ▶ Medium-term outcomes (3-5 years) express the higher level intended results within the identified priority areas of cooperation
- ▶ The shorter term outcomes (within the biennial cycle) are linked to defined outputs, identifiable resources, and activities.

Implementation

- ▶ A DWCP can span two or more years but the implementation of specific outputs of the programme is time-bound within the biennial ILO budgetary cycle;

⁵⁹ http://www.ilo.org/gb/GBSessions/lang--en/docName--WCMS_084959/index.htm

- ▶ The programme or any of its components can be carried forward, updated or amended as necessary;
- ▶ Flexibility should be retained to respond to new or unforeseen developments;
- ▶ Transitional arrangements will be required, as appropriate, to implement existing commitments or incorporate on-going activities into a new DWCP.

The size of a country programme is realistic with the prospects for achieving tangible outcomes, available and expected technical and financial resources and ILO management capacity.

There is no set size and options are assessed by the relevant field Director. A DWCP is a means to inform constituents and partner institutions of the nature and level of the ILO programme and should not unduly raise expectations.

Information on DWCPs is available on an ILO intranet database and can be searched by country, sub-region, and region, by major intended outcome, and by links with strategic and operational objectives.

Resources

- ▶ DWCPs are financed through a combination of resources from field offices and Headquarters' units including regular budget, regular budget technical cooperation and, where applicable extra-budgetary funding for technical cooperation and related programme support income;
- ▶ DWCPs facilitate the identification and mobilisation of extra-budgetary resources.

Support from ILO Headquarters

Headquarters supports the design, implementation, and evaluation of DWCPs.

- ▶ At the start of each biennium, Headquarters' Sectors and Departments identify the share of their total resources to be expended on country activities;
- ▶ The use of these resources is planned in accordance with priorities identified in DWCPs and in consultations with the relevant ILO Country Office Director;
- ▶ Activities and resources expended on DWCP components also contribute at the same time to the achievement of strategic and operational objectives;
- ▶ The ITC Turin Centre supports the development of DWCPs through learning and capacity-building for constituents and ILO staff;
- ▶ Through regular monitoring by regional and/or sub-regional cross-sectoral teams that facilitate liaising between the offices. The ILO Executive Director and the Regions will further define the composition and terms of reference of the support groups.

Reporting and evaluation

- ▶ Relevant field directors prepare annual progress reports on the implementation of DWCPs and submit to the Regional Director;
- ▶ Performance indicators linked to intended outcomes are applied to assess progress made:
- ▶ An annual progress report covers the implementation of the regular budget (and surplus funds where applicable), regular budget technical cooperation, technical cooperation and programme support income, as applicable;
- ▶ Biennial self-evaluations, with Headquarters' support, are prepared by relevant field Directors;
- ▶ These provide learning opportunities to further build capacity in support of high quality DWCPs;
- ▶ Periodic independent evaluations are organized by the Office.

3. The DWCP Process and the Role of Trade Unions

Introduction

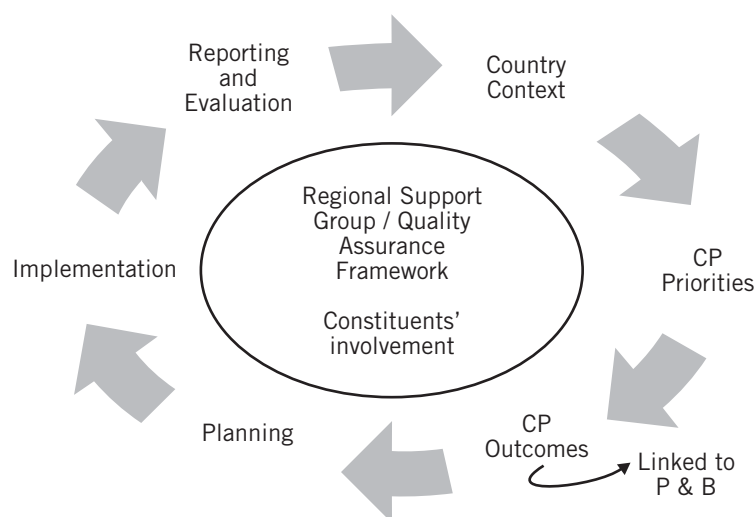
An ILO programme

A coherent time-bound framework of action put in place to achieve precise global objectives, that:

- ▶ May include several projects whose objectives are linked to the achievement of higher-level common objectives;
- ▶ Applies a multi-disciplinary approach and comprises separate sets of activities grouped under different components;
- ▶ Reaches across sectors and/or geographical areas.

The tripartite constituents, other project partners, the ILO and the donor all have a say in extra-budgetary technical cooperation activities within an overall and clearly agreed framework and plan called 'the project'.

The DWCP Six-Step Cycle



Step 1: Defining the country context

Country context analysis is a fact-finding exercise that forms the basis for any Decent Work intervention and ensures that programmes meet a country's specific needs.

The process includes gathering and analysing information on:

- ▶ The DW trends;
- ▶ The main labour and social issues and policies in a country;
- ▶ The work of the ILO and its partners.

This is carried out by:

- (1) Commissioning research and studies; and
- (2) Holding discussions with the social partners.

The focus should be on the specific issues that the ILO may be expected to help address, based on its comparative advantage. It is not meant to provide an extensive overview of the general economic, social and political situation in the country.

- ▶ It sets the stage for developing the next two sections of the DWCP document (priorities and outcomes)
- ▶ It should identify the challenges, strategic developments and trends that are of the greatest interest to the ILO and that are most likely to influence DWCP priorities and strategies over a period of at least four to six years.

Key phases

- Drafting a concept paper and the Terms of Reference;
- Selecting a consultant for the country context study. This study will be driven by the tripartite constituents and the ILO Field Specialist;
- Carrying out a Desk Review and consulting with the social partners for the consultant to use in drafting the country context report;
- Review of draft country context report by each social partner and the ILO for comments and input;
- Trade unions to discuss the report with ACTRAV Field Specialists, who will consult with Headquarters and receive comments and input from the workers' viewpoints and interests;
- The consultant prepares the second draft report, incorporating the validated comments from the social partners and the ILO;
- Implementation of a tripartite workshop with the involvement of key partner organizations to discuss, negotiate and build consensus around the Social Partner comments on the second draft report;
- The consultant prepares the final draft report for discussion at a social partners' validation workshop;
- The outcomes of the validation are incorporated into the final report prepared by the consultant.

Questions to be addressed

- What are the major DW trends, using any statistics or data disaggregated by sex?
- What are the principal causes driving these trends within the country, including social, political and economic factors?
- Are there any major knowledge gaps (e.g. statistics, research) in these trends that should be highlighted?
- How are DW issues reflected in national priorities, development frameworks and plans (MDG Reviews, PRSs, and UNDAFs) and other bilateral and multilateral strategies?
- What are the priorities of constituents, to the extent that those are known prior to consultations?
- What commitments has the member State undertaken under ratified ILO Conventions, and how should actions on implementation gaps raised by ILO supervisory procedures be prioritized?
- What are the ILO's comparative advantages in the country and how do they link to the priorities of development partners and donors?
- To what extent are major donors investing development aid resources in areas of relevance to the DWA as opposed to other areas?
- What key lessons learned from past cooperation on DW issues in the country (e.g. policy experience, constituents' capacity, partnerships, networks) should be taken into account to make DWCP responses more effective? (This information can be drawn from ILO and other sources, for example, project evaluations, implementation reports, assessments and other studies).

Table 3.2.1**The role of trade unions and how the ILO can assist**

- ➔ Identify and delegate key persons in your organization who can follow the process;
- ➔ Ask the ACTRAV field specialist in your region when the DWCP is anticipated in your country and when the design phase will start;
- ➔ Check that you have the mandate to follow the process and speak on behalf of your organization and of the members of your organization;
- ➔ Make sure that the consultant responsible for the preparation of the country context report, contacts and consults the trade union movement;
- ➔ Review the draft country context report and identify the data or research gaps;
- ➔ Check that the social partners' comments are incorporated into the second draft report;
- ➔ Identify issues of concern that are missing from the report or that are not adequately addressed. If you are not satisfied, compare the DWCP concept paper with other strategic documents and developmental plans from other international organizations (for example, World Bank, European Union);
- ➔ Start identifying the key trade unions priorities in this process (in line with standard union procedures);
- ➔ Develop a 'needs assessment' and break down your needs into three categories:
 - How can your organisation be strengthened by involvement in the process?
 - What role can you play nationally in the process?
 - What are the ILO's 'advantages' over other agencies?
- ➔ Be proactive and seek out early meetings with the local ILO Office/representative.

Step 2: Establishing the DWCP priorities

This is the first major focus for the constituent's and social partners' consultations.

The goal is to bring a clear and realistic focus to the DWCP for that member State by identifying a small number (maximum three) of DWCP priorities that take into account:

- ▶ The country situation (as relevant to the ILO's mandate);
- ▶ The shared priorities of constituents;
- ▶ The ILO's global objectives and commitments;
- ▶ The ILO's comparative advantage (its best contribution).

Examples of CP priorities

- ➔ *'Integration of labour and employment policies with other policies that affect quantity and quality of jobs';*
- ➔ *'Enhanced capacity of constituents to increase employability of specific groups';*
- ➔ *'Improve the capacity of tripartite constituents to implement labour policies and legislation'.*

Note:

- These priorities are not set within a particular time or resource frame
- They define the expected medium-term impacts of ILO intervention.

Specialists in workers' and employers' activities, and technical specialists, play a critical role in supporting this process. They provide support to workers' and employers' organizations to enable them to strengthen their capacity to participate effectively in these priority-setting discussions and the entire DWCP process.

Key phases

- Workers' preparatory process for selecting priority areas;
- Dissemination of country context paper to trade unions, and request for inputs to the priorities;
- Discussion on workers' priorities before a tripartite workshop;
- Meetings and workshops with the social partners to agree on the main DWCP priorities.

Questions to be addressed

- Can the ILO make a substantial contribution to the priorities selected over the medium term?
- Does the ILO have a real comparative advantage?
- What is the best way to integrate international labour standards, and tripartism and social dialogue into the ILO responses?
- Is the gender dimension systematically mainstreamed through all the priorities?
- Are the ILO officials helping constituents find common ground on issues that are important to the DWA?
- Is the design likely to achieve results of value so that a consensus can be reached; as no-one has a veto in this process?

Table 3.2.2

The role of trade unions and how the ILO can assist

- Ask ACTRAV Field Specialists for the final context report and formulate inputs for country priorities;
- Discuss priorities with the ACTRAV Field Specialist before taking part in the formal tripartite workshop for selection of priorities;
- Take part in the workshops and meeting from the beginning and be prepared for negotiations;
- After outlining the trade unions' key priorities ask ACTRAV Field Specialists what they can provide in terms of advice and guidance, tools, programmes and methodologies;
- Conduct bilateral discussions, with other constituents, on the priorities and find out if there any areas that could be jointly presented;
- Work closely with ACTRAV and the relevant Global Union Federations (GUFs) in developing convincing arguments to support the priorities selected;
- Check if the ILO can offer added value in line with its competencies to implement the priorities and include a specific priority involving capacity building for trade unions.

Step 3: Defining intended outcomes, indicators, targets and strategies**Outcomes**

In the process of Results-Based Management (RBM), outcomes are '*significant changes that are intended to occur as a result of ILO work, whether independently or in collaboration with partners*'.

CP outcomes are significant changes that will be achieved by constituents, with the ILO's contribution.

For example:

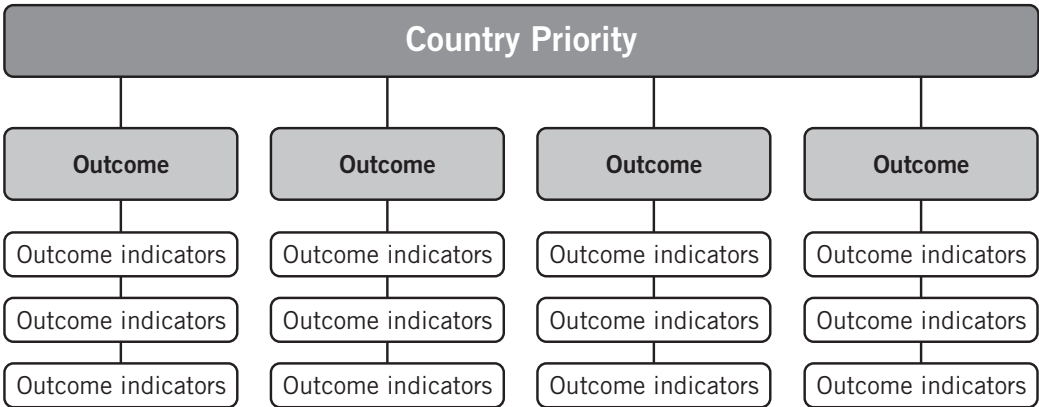
'Stopping exploitation at work', could include four CP outcomes:

- *Effective progress on the implementation of the Indonesia National Plan of Action on the Worst Forms of Child Labour;*
- *Improved labour migration management for better protection of Indonesian migrant workers, especially migrant domestic workers;*
- *Stronger implementation of Freedom of Association and Collective Bargaining Agreements that are negotiated in good faith and implemented;*
- *Laws that prevent discrimination in the workplace and ensure gender equality at work.*

Indicators and targets

- For each CP outcome there will be one, to a maximum of three, outcome indicators;
- The outcome indicators set out the criteria and data that will be used to verify or measure achievement of that CP outcome;
- For effective measurement, efforts should be made to set a baseline, as well as a target, for each indicator.

Priority, outcome, and indicator matrix



Strategies

- After defining CP outcomes a clear outcome strategy needs to be convincingly established;
- The strategy must explain how inputs (for example, human or financial resources), activities and outputs will contribute to the achievement of the stated outcome;
- The strategy clearly establishes the approach that the ILO and its partners plan to take in order to achieve the CP outcomes, identifies the beneficiary institutions or groups, and the role of constituents and any other partners.

For example:

A strategy can include the involvement of implementation and adaptation of pilot programmes, capacity-building and training activities or the organization of awareness-raising seminars on self-employment as a career option.

The priority:

- ➔ *‘Strengthening the capacity of government institutions and the social partners to improve the governance of the labour market’.*

One of the three outcomes linked to the priority:

- ➔ *Efficient labour administration, including the establishment of an effective dispute settlement mechanism.*

Indicators for the above outcome:

- ➔ *Convention No. 150 is ratified and its main provisions are applied;*
- ➔ *The number of disputes settled amicably by the agency increases as compared to previous years;*
- ➔ *The trade union centre receives and disseminates reports of numbers of disputes resolved at enterprise level.*

An example of how not to formulate an outcome

Organisation of one training activity with 80 participants trained on the subject. This is an output and describes what activity will be used to reach the outcome.

Key phases

- Activities to identify significant changes that are intended to occur as a result of ILO work, whether independently or in collaboration with partners;
- Development of specific commitments under the priorities (measurable contributions to moving the DWA forward in that country);
- The involvement of, and commitment from, the constituents to identify CP outcomes, indicators and strategies.

Questions to be addressed

- Are there too many or too few CP outcomes? Three outcomes per CP priority is the recommended maximum. If there is only one CP outcome is this reasonable for the specific situation?
- Are Outcome indicators, targets and strategies formulated in gender responsive terms and do they reflect differing results or implications for women and men?

- Has the strategy been defined by thinking about what is to be achieved (outcomes) and with whom?
- Do the strategies reflect a sound assessment of the capacities and commitment of the beneficiaries or target institutions as well as constituents, and have assumptions been made about risks?
- Does the strategy build the necessary knowledge base to support policy advice and technical assistance?
- Is relevant research an integral part and is it linked with the CP outcomes. Are any major research gaps in achieving CP outcomes highlighted?
- Does the strategy include the biennial milestones?
- Do the discussions about outcomes and strategies take into account the resources currently being used and those that might be available?
- Are items such as current and possible technical cooperation activities taken into account and do they lead to the development of a local resource mobilization strategy?
- Are the Indicators too complicated, costly or difficult to verify?
- Are the existing sources of data disaggregated by gender?

Table 3.2.3

The role of trade unions and how the ILO can assist
Prepare and research in order to be able to identify and discuss the outcomes for the selected priorities; ➔ Discuss and become familiar with the difference between outcomes, indicators, targets and strategies; ➔ Ensure that representatives attend the workshops and meetings where the strategies and indicators are developed and defined; ➔ Prepare ideas for possible activities, actions and projects that the trade unions can implement in order to reach the outcome; ➔ Ensure that union members know about the results of the negotiations and any activities that the union(s) will be involved in; ➔ ACTRAV Field Specialists are always available to discuss and clarify these points.

Step 4: Planning

Consultation

A general discussion on implementation needs to occur with constituents from the beginning and throughout the development of the DWCP.

This discussion:

- ▶ Enables each partner to discuss the likely high-level contributions to the achievement of DWCP goals;
- ▶ Can identify gaps between the respective contributions of partners and other gaps that the ILO may be expected to help address through measures such as capacity building, knowledge development through research, and knowledge sharing;
- ▶ Is an opportunity to clarify issues such as technical cooperation priorities and general resource expectations;
- ▶ Can ensure full attention to how a regular, effective monitoring process and later, evaluation- needs, can be integrated into the DWCP process.

Specific Implementation Plan for Partners

The analysis and planning in Steps 1-3 should result in the creation of a broad plan to implement the DWCP strategy that should be agreed upon by all partners.

- ▶ To support that broad plan, each partner, including the ILO, will need to develop its own specific implementation plan;
- ▶ The broad plan is an ILO document and is subject to regular review and revision during the life of the DWCP.

Questions to be addressed

- Does the plan draw attention to funding gaps and the anticipated resource mobilization needs?
- Does it include local resource mobilization, and offer an extra-budgetary resource mobilization strategy?
- Are the existing ILO activities relevant to the CP outcomes and strategies incorporated into the plan?
- Are those areas of work where the ILO has a comparative advantage and the capacity to deliver but does not have adequate resources identified?

- Do the resource gaps form the basis for future allocation of resources and is there a short justification for the need for additional resources?
- Does the plan address opportunities for strategic alliances and partnerships with other international organizations such as civil society groups and women's self-help organizations?
- Will these be able to channel resources towards the objectives and address priorities such as gender equality?

Table 3.2.4

The role of trade unions and how the ILO can assist

- ➔ Prepare the trade union's implementation plan with a clear and realistic timeframe, responsibilities, and the financial and human resources needed;
- ➔ Make contact with ACTRAV or the relevant Global Union Federation (GUF) to seek advice and discuss your implementation plan;
- ➔ Update the membership on any activities, actions or projects that will be incorporated into the action plan.

Step 5: Implementation and monitoring

The implementation and monitoring processes include all partners and trade unions in identifying:

- ▶ The progress being made towards the CP outcomes;
- ▶ The extent to which partners are contributing to strategies as expected;
- ▶ The management issues that arise during implementation.

The Directors of the ILO Office responsible for a particular country, in their role as Country Programme Managers, are responsible for the results achieved in that country.

They are accountable to their Regional Directors for those results and their role is fundamentally strategic, not simply operational.

Questions to be addressed

- Has a process for regular assessment by all DWCP partners been established to measure progress towards CP outcomes?
- Is there a national tripartite Steering Committee or similar forum that can coordinate DWCP implementation, without restricting the ability of the ILO or other partners to adapt strategies to better achieve CP outcomes?

- Will this Committee be able to oversee or conduct ongoing monitoring of activities and serve as a forum to address issues that emerge?
- Will the Committee be able to interact with other interested groups such as those associated with the UNDAF process in a country?
- Is there a regular reporting process amongst the partners that can track the progress made towards the CP outcomes and milestones achieved?

Table 3.2.5

The role of trade unions and how the ILO can assist

Advocate for the establishment of a national tripartite committee to oversee the implementation process and ensure that there is trade union representation on that committee.

- ➔ Update the union Executive Committee Board (and wider membership) to inform of progress and the importance of monitoring implementation;
- ➔ Develop a trade union committee that can monitor any problems with the policy elements or plan so that reports can be taken up with the DWCP management committees;
- ➔ Make contact with ACTRAV or the relevant Global Union Federation (GUF) to seek advice and discuss any issues on monitoring or reporting.

Step 6: Review and evaluation

The review and evaluation of DWCPs is important because:

- ▶ Information is gathered to identify what is being achieved and how the work can be improved;
- ▶ It can assist in developing best practice and recording lessons learned;
- ▶ The credibility of the ILO can be demonstrated, and accountability for results to: national constituents, UN partners, and the ILO's Governing Body can be provided.

The quality and usefulness of DWCP reviews and evaluations depend on having a well developed DWCP results-based framework, with information on baseline situations, realistic indicators and targets, and regular reporting mechanisms.

Biennial country programme reviews are a means of critically reflecting on the outcomes and strategies of ongoing DWCPs. This ensures consideration of the appropriateness of the design, work with partners, and implementation performance. They engage ILO national constituents and other partners in a joint enquiry.

Regional ILO Offices are responsible for coordinating reviews and the ILO also supports independent evaluations of DWCPs in order to provide national and international partners with an impartial and transparent assessment of the work being carried out.

Questions to address

- Does the process ensure the monitoring of progress is measured against an agreed outcome (what has been achieved) and is there are credible assessment of there achieved results?
- Are the indicators from the DWCP agreed document used to measure performance?
- Are the monitoring and evaluation structured so that accessible data can be gathered to track progress towards outcomes, test underlying assumptions and observe the programme environment?
- Do the monitoring plans feed into UNDAF monitoring systems and draw on project-level monitoring and evaluation processes?
- Are there opportunities for the partners to reflect jointly on what has worked well and less well in order to build knowledge, learn lessons and improve capacity to achieve good results?

Table 3.2.6

The role of trade unions and how the ILO can assist	
➔	Carry out a cost benefit analysis to measure the effectiveness of trade union participation;
➔	Design a review process that can identify if the trade union’s goals have been reached, and report on lessons learned;
➔	Make proposals to improve your participation in the DWCP process and the measures trade unions can take to improve participation in the process;
➔	Use the internal committee to analyse the trade unions’ capacities, participation in the different steps, and results for the trade union organisations;
➔	Provide ACTRAV or the relevant Global Union Federation (GUF) with a regular analysis of the DWCP impact on the trade unions in order to feed into policy and programme discussions at the ILO’s Governing Body level;
➔	Advise ACTRAV and the ILO Regional Office on how they can improve support to trade unions in order to strengthen trade union participation.

The DWCP Document

A DWCP document consists of about 10 pages (4,000-4,500 words). It contains six Sections, as described overleaf.

The DWCP document is reviewed by the DWCP ILO Regional Support Group through the Quality Assurance Mechanisms of the ILO. The draft or revised documents are posted on the ILO DWCP intranet site. Once the document is finalized it can be found on the ILO website.

Signing the agreement

For the formalization of DWCPs there are three modalities to follow:

- Signature of the document by the constituents in the respective country in a launching ceremony with the UN Resident Coordinator;
- Signature by the tripartite country delegation headed by the Minister of Labour with the Regional Office in Geneva, during the annual ILC;
- Exchange of letters with the Minister(s).
- The modalities will vary according to the specific situations and interests of the countries involved. Three types of documents are used:
 - Short DWCP narrative text;
 - Memorandum of Understanding (MOU);
 - The workplan.

The workplan sets out information on the specific indicators, planned activities and timeframe, partners and funding. Each outcome indicates the designated outcome coordinator who is responsible for its delivery.

Table 3.2.7
Main Characteristics of the DWCP document

No.	Heading	Suggested page length	Description of Content
1	Country context	2-5	Key points, not an exhaustive analysis; including: ● Main trends and issues in DW with statistics or data disaggregated by sex; ● Reference to national development goals and development cooperation frameworks (UNDAF and related) including any cross-cutting or mainstreamed themes; ● Priorities of constituents; ● Commitments under ratified Conventions and other implementation gaps; ● Relevant government, donor or other programmes; ● Relevant lessons learnt from past cooperation.
2	Country programme priorities	1	● Statement of CP priority only, justification follows prior analysis; ● Difficult choices will have to be made; ● Limiting the number of SP priorities is critical; ● One to a maximum of three is adequate.
3	Country programme outcomes, indicators and brief strategy	1-3	● Outcomes formulated in a concise and precise language; ● For each outcome there are one or more indicators to measure performance; ● Each outcome is followed by a brief strategy statement; indicating how and with whom work will proceed; identifying the partner and the target group or population with mandatory biennial milestones; ● Assumptions and risks are mentioned; ● Fewer, focused outcomes are better.
4	Implementation plan with outcomes, outputs and resources for the biennium	N/A	● The implementation plan is developed separately from the public DWCP document, for ILO internal use; ● To be complemented by work plans at the levels of unit, office and individual staff.
5	Implementation and management	1-2	● Brief description of arrangements, e.g. national tripartite Steering Committee; ● Mention main partners.
6	Performance monitoring and evaluation arrangements	1-2	● Brief description of arrangements planned; ● Updating the implementation plan forms as the basis for a periodic annual review; ● Internal implementation report based on planned versus actual delivery of outputs; ● An annual evaluation.

4. Results-Based Management (RBM)

This Section is a summary based on 'Improving the ILO's contribution to the World of Work: A guidebook for Applying Results-Based Management in the International Labour Organization, Version 1, July 2008'.⁶⁰, and Chapter 1 of the ILO's Technical Cooperation Manual 'Technical Cooperation in the ILO: Policy and Approach'⁶¹ Project Design and Implementation Planning in the Framework of DWCPs', Turin 2008.

Introduction

In accordance with the central principle of results-based management, an organization must manage and measure its performance against the real-world outcomes to which it intends to contribute. For the ILO, this means that its contribution to making decent work a reality for all working women and men is the ultimate goal that justifies its work programme and its budget. RBM requires clarity about what outcomes are sought and who is accountable for achieving those outcomes. What counts, what must be managed and measured and the contribution made by the ILO to achieving decent work

The ILO has developed a system of RBM that is interrelated with programme and project design and supports the ILO strategic plan and budget. Together they ensure clear and focused projects at all levels.

- The purpose of this Section is to ensure that the language used in a DCWP programme, or associated projects, is consistent and that technologies, experiences and lessons learned are applied in these processes.

RBM, together with the inter-related project design approaches, enables the ILO to better integrate DW commitments and the tripartite approach into more comprehensive strategies that engage the UN system and other partners.

RBM provides ILO managers with an approach that enables them to make the most effective choices possible among competing options. These processes are also consistent with other relevant framework organisations such as UNDAF; so they assist in providing coherence between the various partners involved in a DWCP.

RBM provides the principles for the tools that are used to develop ILO programmes and projects.

At a practical level, RBM enables the ILO to improve:

- ▶ Effectiveness, by focusing on the achievement of clearly defined results;
- ▶ Accountability, concerning decision-making and resource use;
- ▶ Transparency, by clearly reporting choices, plans, results and lessons learned;
- ▶ Efficiency, through the best use of available resources;
- ▶ Future decisions, by incorporating lessons learned.

⁶⁰ <http://www.ilo.org/intranet/english/bureau/program/download/pdf/rbm-g.pdf>

⁶¹ <http://www.ilo.org/intranet/english/bureau/pardev/tcguides/tcmanual/download/policy/chapter1.pdf>

Results-Based Management

The ILO defines results-based management as: *‘a management approach that directs organizational processes, resources, products and services towards the achievement of measurable results’.*

RBM challenges the ILO and partner organisations to define and seek to achieve results in the form of changes that are important to workers, employers and governments in member States. To achieve this ILO constituents need to be consulted at all stages of the process.

RBM and decision-making

Results-based management provides a clear and structured way to define specific outcomes. It ensures clarity in terms of intended outcomes and the strategies needed to reach those outcomes. It encourages continuous learning and improvement because risks can be anticipated and changes can be made to meet unexpected situations or information.

The Main Components of Results-Based Management

RBM involves the use of specific terms to describe desired and intended changes. These terms should be used consistently in DWCPs and associated projects.

(1) Objectives and Outcomes

- ▶ Identify significant changes (for example, policies, knowledge, skills, behaviours or practices) that are intended to occur as a result of ILO work, whether independently or in collaboration with partners;
- ▶ Are developed through consultation and approved at the organizational level;
- ▶ Are defined in the DWCP, and at the project level, in project documents.

Outcome Targets:

- A specific community or population group;
- An organization (such as workers’ or employers’ organizations);
- A system involving multiple institutions or agencies;
- A member State.

(2) The Strategy

- ▶ After defining the objectives and outcomes it is necessary to establish a strategy that convincingly explains how the outcomes will be achieved. It will nominate inputs (for example, human or financial resources), activities and outputs;
- ▶ The strategy should make clear that a practical, coherent, concrete and time-bound course of action will lead to measurable results.

Activities and Outputs

- Activities are actions taken or work performed through which inputs, such as funds, technical assistance and other types of resources are mobilised to produce specific outputs;
- Outputs are the products, capital goods and services that result from an activity or action; they may also include changes resulting from the interventions that are relevant to achieving the outcomes;
- Activities and outputs are not ends in themselves. They are always a means to achieve the outcomes and they need to be seen and applied in the context of specific outcome-focused strategies.

Questions for developing a strategy

- Is there a link between the activities and outputs and achieving the outcome?
- Are the ILO contributions clearly valuable to constituents and partners?
- Are there existing commitments that need to be integrated or addressed in the new or updated strategy?
- Have the opportunities that exist to integrate the ILO's common principles of action been included?
- Are there opportunities to reinforce Office-wide coordination?
- Have the opportunities to build reinforcing strategies with partners been included? (Strategy elements on involvement of constituents should explain how they will be involved and not just state that they will be.)
- Is there enough flexibility to accommodate changes and include lessons learned?
- What are the risks to the success of the strategy and what would be the mitigating actions?
- What assumptions influence the strategy, including: the capacities and contributions of constituents and partners, financial expectations; political will; the degree of political, economic and social stability – and how probable are these assumptions?
- What trade-offs have been made between thematic priorities, between country and global products, between different means of action (i.e. technical assistance versus capacity building and training)?

(3) Outcome indicators

- ▶ Outcome indicators (or indicators) are the criteria and data that can be used to verify or measure achievement of project or CP outcomes;
- ▶ An indicator should convey the magnitude and scale of the desired outcomes without creating too much effort to gather information and track the indicator. Having too many indicators will not mean better measurement;
- ▶ Indicators should be constructed from well-established data sources, be quantifiable and consistent to enable measurement over time.

Proxy Indicators

Sometimes it is not possible or affordable to use a direct indicator because the information is not available or the process of tracking the indicator is too complex or time consuming.

A proxy indicator provides an indirect tool to measure outcome. For example, it is not feasible to track an improvement in occupational safety and health; tracking the number of work related accidents could be a proxy for safety.

(4) Setting Targets

- Targets define the exact amount of change intended to take place in order to achieve the outcome within a specific timeframe. Targets can be ‘absolute’ (an X number of countries, or a percentage of population) or they can be relative (improvements from the current to the desired state).

Influencing factors

- Previous challenges and successes related to the indicator;
- Seeking to be ambitious but realistic;
- The appropriate time period for the degree of change expected.

Establishing Milestones

- Sets out how much of a target, or what specific steps towards that target, will be completed by a specific date;
- Missing a milestone date may indicate that a target will not be met without additional resources or actions;
- Can act as a monitoring and tracking tool.

It is important to consider issues of contribution or who needs to participate in the implementation. For example, contributors should be the responsible ILO Office, the country constituents and other relevant partners at the national level, supported by field and technical departments and Headquarters.

(5) Setting baselines

A baseline is the state of the outcome indicator at the beginning of the time period that will be monitored and assessed.

For a target to properly inform those involved it has to be matched with a baseline that is measured in the same way. When there has been either a noticeable change in the rate of progress for an outcome indicator or there have been substantial variances in the level of that indicator, the context can be more accurately indicated by a trend line that shows measurements of an outcome indicator over time.

Work Planning and Performance Monitoring

Workplanning is one of the essential parts of the RBM cycle. While there is an ongoing effort to develop detailed guidance on this topic, it is important to note the key elements of workplanning and how they fit into the overall RBM process.

A workplan is:

- ▶ A tool which helps to set goals over a period of time;
- ▶ A key source of information for management decision-making;
- ▶ The basis for all progress reporting for an individual staff member, unit, department or ILO Office, sector or region and Headquarters;
- ▶ A basis for measuring individual and team performance;
- ▶ A communication tool where everyone involved is aware of what needs to be done, by whom and when.

In an RBM work plan, managers, in ongoing consultation with constituents:

- ▶ Develop and select strategies that are most likely to achieve the desired outcomes;
- ▶ Prioritize the expected outputs from the strategy that will help to achieve the desired outcomes;
- ▶ Identify activities that will lead to the outputs;
- ▶ Allocate resources/inputs in ways most likely to support the efficient, effective achievement of desired outcomes;
- ▶ Identify risks and risk mitigation measures at the outcome level, and dependencies at the output level;
- ▶ Agree priorities in advance with the constituents;
- ▶ Clearly identify the responsibilities of each partner;
- ▶ Agree on a high-level monitoring plan;
- ▶ Review achievements against the partners' commitments on a regular basis.

Accountability framework

At the ILO, accountability cascades down through the different levels down to the individual staff member. At each level, it is important to have clarity on what kind of contribution is expected as an input' to the results at the higher level.

The contribution of the individual staff members should be aligned with the unit's workplan. Similarly, a unit contributes to the outcome of the department and ILO Office, sector or region and ultimately the ILO as a whole.

- ▶ Individual staff are held accountable for their outputs. At the managerial level, managers are held accountable for achieving the desired results specified in their workplans. The results are linked to each staff member's performance evaluation
- ▶ This concept applies throughout all levels of the Office.

Monitoring and flexibility

Strategies seldom unfold as precisely as planned for managers, especially in the context of ILO work where much depends on the actions of others. Assumptions may prove inaccurate, and risks may change the situation but often this cannot be anticipated at the time of initial planning.

In this dynamic environment, an RBM approach enables managers to deal with change in a structured way. Managers using RBM regularly review their strategies and related work plans to determine:

- ▶ Whether the strategy is on track in terms of expected progress towards milestones and anticipated outputs and towards outcome indicators?
- ▶ Whether circumstances have changed that make change to the strategy reasonable?
- ▶ Whether other potential options, either within the strategy or as alternatives to it, have emerged that would be better choices for reaching the outcome in question?

In typical ILO situations, the answer to one or more of these questions will often be 'yes'. If a better way to achieve the intended outcomes arises, then managers should make the necessary changes, supported by the evidence to show the rationale for their changes in direction. In this way, RBM supports continuous learning and underlines the importance of keeping the focus of a work unit on outcomes.

A monitoring plan

Another RBM tool for continuous learning is a monitoring plan. A monitoring plan offers a consistent way to ensure that the review of strategies takes place on a regular, structured basis and encourages the collection and use of data.

The monitoring process tracks progress towards desired outcomes and provides:

- ▶ Course correction' information that may lead to changes to the existing implementation process and budget allocations;
- ▶ Information needed for the subsequent reporting process;
- ▶ Information that can influence the planning process for future years, including the redefinition of targets and desired outcomes;
- ▶ Information to be used in later evaluation processes.

The reporting process

Summarizes and provides commentary on progress towards desired outcomes during a specific period and offers insights and findings on lessons learned.

The evaluation process

- ▶ Provides performance information not readily available from performance monitoring systems, in particular in-depth consideration of attribution, relevance, effectiveness and sustainability
- ▶ Brings an independent judgement to the performance system;
- ▶ Demonstrates why results were, or were not, achieved and provides recommendations for appropriate management action.

For more detail on developing objectives, outcomes and indicators see Section 4 Technical Cooperation Project Design, Implementation and Evaluation, in this resource package.

Section 4:

**Technical Cooperation
Project Design,
Implementation and
Evaluation**

Section 4: Technical Cooperation Project Design, Implementation and Evaluation

1. Introduction

This Section recognizes the holistic approach to DWCPs but at the same time identifies that there may still be a need for individual technical cooperation projects which could be directly or indirectly linked to a DWCP. In this context this Section is of high value for designing individual technical cooperation projects with a focus on specific thematic issues or intervention.

The skills and information identified in this Section are useful for designing and implementing a DWCP, as well as an individual technical cooperation project, because the skills, terminology and logic are the same.

An ILO project is the main instrument used to plan extra-budgetary technical cooperation activities.

- It is made up of interrelated and coordinated activities designed to achieve clearly defined objectives ranging from policy change to practical direct action;
- It contributes to solving a specific problem within a given budget and timeframe.

The project format ensures clarity in:

- Objectives or project outcomes;
- Implementation strategies;
- Stakeholders' analysis;
- Outputs and activities;
- Institutional arrangements;
- Management responsibilities;
- Boundaries on time and resources.

The tripartite constituents, other project partners, the ILO and the donor all have a say in extra-budgetary technical cooperation activities within an overall and clearly agreed framework and plan for the project.

The project cycle

Each project has a cycle that is similar to the six-step cycle used for DWCP and is a way of dividing up the stages of the life of the project so that the stakeholders can see what has got to be planned for and carried out to make a project successful.

- Design;
- Appraisal;
- Approval;
- Implementation and monitoring;
- Evaluation.

In order to manage a project, each phase of the cycle needs to be evident and inter-dependent from the other cycles. Each phase needs to have procedures to follow with assigned responsibilities and documents that need to be produced.

It is important to note that sufficient time must be set aside for the design, appraisal and approval phases. This can often take several months, and consultation during this period is essential in order to achieve consensus between the parties.

2. Project Design

Good project design is the key to achieving project outcomes. The design reflects the:

- Problem identification or ideas, the analysis and formulation of the project and the preparation of a tentative implementation plan;
- The integration of the consultative process that involves all partners so that national ownership is built and there is joint responsibility;
- Incorporation of a gender mainstreaming strategy;
- RBM methodology;
- Involvement of ILO field Offices, which are familiar with the country's DWCP and the relevant Headquarters' technical units.

The design needs to be consistent with ILO standards, follow due processes, involve the ILO constituents at the national level and be relevant to the DWCP and P&B outcomes.

Situation Analysis

The objective is to develop a deep understanding of the reality of a situation in order to support the project formulation process. This is done through consultation to:

- Collect and organizing relevant information;
- Challenge assumptions and analyse problems.

Information can be gathered from:

- ▶ Previous ILO research findings, needs' analysis and evaluations that include the necessary specific information on, for example gender;
- ▶ The constituents who can provide an important insight that is gained through experiences of the national situation;
- ▶ Target populations who have firsthand experience and information on the core problems that affect them and include different sub-groups reflecting, for example, age and gender;
- ▶ ILO field offices and relevant units, as well as other agencies and key informants, also need to be involved. Especially if they are from the same geographical area or fields, for example, government institutions and national or community-based grassroots organizations.

The steps of situational analysis

Problem analysis; this provides the justification for the project. It is important to clearly identify and describe the core problem(s) of the target population(s) and outline the causes and effects on that population because the project always must deal with the causes of a problem.

The quality of information gathered and assumptions made always needs to be challenged, verified and validated. There are several methodologies that can be utilized, for example, the problem tree approach or tree maps.⁶²

Target and population group identification

It is important to distinguish between different target groups. They include:

- 1) The ultimate or indirect beneficiaries who will be better off as a result of the project;
- 2) The direct recipients of the project outputs who are trained or enabled to provide services or strengthen institutions.

Direct recipients maybe agencies such as Ministries of Labour, or trade unions, who will provide training and services to the ultimate beneficiaries who will be workers or employers.

Target groups are not homogeneous and include different sub-groups (age, gender or sector) so it is important to include analysis of sub-groups as well as an analysis of the main group.

Stakeholder analysis

- Focuses on the incentives for and the role of different agencies and the social and political relationship between project management, the target population, the social partners, and other agencies. It helps to provide an understanding of the different characteristics, motivations, expectations and constraints of the different stakeholders.

The institutional framework

- Includes an understanding of the institutional relationships and processes within which the project will operate, and the relationship triangle between government agencies, project management and the target population will be explained
- The role of the social partners must be made clear in the design because it can vary between projects and a partner may have more than one role. A SWOT analysis (strengths, weaknesses, opportunities and threats) can provide an understanding of the strengths and weaknesses of the partners in order to more clearly identify the role that they can play.

⁶² <http://www.mande.co.uk/docs/treemap.htm>

Methodology

- ▶ A design team is established to identify how to manage the process of consultation and information gathering and what costs will be incurred. It is the responsibility of the ILO field offices to organize the consultations between, and with, stakeholders
- ▶ Participatory methodologies can be used to gain information in order to identify perceptions and the different understandings. Facilitated workshops with a range of people can ensure transparency and national stakeholder ownership.

Project Formulation

This is based on the situational analysis, is structured through the Logical Framework Approach (LFA) and includes a project planning matrix that describes the strategic approach to addressing the problem.

Logical Framework Approach (LFA)

- ▶ Describes the structural links of the project by defining the internal logic in terms of what is to be achieved and the actions that will be used to get there, and the external environment to identify and understand the current situation and any factors that may influence implementation and achievements;
- ▶ In the Results-Based Management (RBM) approach, objectives and indicators are expressed as expected and achievable results, not as aspirations.

Table 4.1: The Project Planning Matrix

Project Structure	Progress Indicators	Means of Verification	External Assumptions and Risks
Development Objective or Expected Impact The broader aim of the project Linked to ILO's DWCP and P&B outcomes and national strategies (UNDAF)	<i>Long-term impact indicators</i> Not usually realizable within the project period Often influenced by external factors	<i>Sources of information that inform about:</i> Changes in the way direct recipients operate as a result of project services provided or by the direct recipients Contributions made to changes at the policy or national level to strategies and goals	Sustainability conditions Internal structural logic Linked to expected impact of ILO DWCPs and national objectives
Immediate Objective(s) or Project Outcome(s) The changes that the project is expected to bring about	<i>End of project outcomes (indicators of achievement)</i> Realizable within the project period A target to be achieved	<i>Sources of information on:</i> The quality and quantity of services measured after or during the project Changes to the position or livelihoods of the ultimate beneficiaries	Development hypothesis Linked to project outcomes and expected impact
Outputs Products resulting from project activities	<i>Output indicators</i> Actual performance targets The responsibility of the project management	<i>Sources of information on:</i> The results of an activity delivered by the project	Implementation assumptions Linking outputs to project outcomes
Activities Actions undertaken by the project with reference to the required inputs	<i>Activity indicators</i> Identifying the number of activities, the target group and the purpose	<i>Sources of information on:</i> The standard, quality and quantity of the activity The level of skills, knowledge provided	Internal Project Management arrangements Linking activities to outputs

Project objectives

Expected Impact and the Development objective

- Impact is the long-term change brought about by the outcomes that are provided both directly by the project and through the direct recipients. This change may be influenced by other external factors either positively or negatively;
- The development objective formulates potential impact. It is written by re-stating the negative effects identified in the problem analysis and describing the desired change or results; taking into account that all projects contribute to the higher-level ILO objectives in the DWCP, or operational objectives defined in the P&B, and are linked to national development strategies.

Outcomes and immediate objectives

- Outcomes are the immediate results of project activities such as training, services or products the project has delivered, and whether they have affected the livelihoods and position of the direct beneficiaries;
- Immediate Objectives are written by re-stating the core problem in positive terms. They describe the specific changes that can take place in the timeframe of the project, for example the quality and quantity of the services provided and the way that they are delivered by the direct recipients. They describe the target to be achieved rather than the actions to be taken.

Table 4.2: Checklist for Validating Outcomes

The Outcome:	Yes	No
✓ Conveys institutional and/or behavioural change , for example, the closing of the legal, institutional policy and capacity gaps that prevent rights-holders and duty-bearers from performing their roles		
✓ Is not a discreet product or service, but a higher level statement of institutional or behavioural change		
✓ Has a clear 'if-then' causality		
✓ Does not repeat the UNDAF outcome or the contributing output statements		
✓ Includes a subject of the intended change (a 'who') - wherever possible the 'who' is identified as a claim-bearer or duty-holder by socio-cultural group and gender		
✓ Addresses one or more underlying or root causes of problems identified		
✓ Is specific, it does not combine two or more different types of results and is not so general that it covers almost anything		
✓ Specifically addresses a gap		
✓ Derives from the mandate of the ILO		

Outputs, Activities and Inputs

- ▶ Outputs are the results of project activities, such as services or products, that the project is responsible for delivering;
- ▶ In order to be realistic Outputs are developed for each immediate objective so that it is evident how they deal with the problem, the comparative advantage of the ILO and the wider context;
- ▶ Activities are the actions to be implemented that can realistically produce the planned outputs. Each output will need a number of activities;
- ▶ Outputs and activities need to be gender specific with set target figures by sex, or indicate whether women-specific or men-specific outputs are needed;
- ▶ Inputs are the human and material resources required to carry out activities.

Table 4.3: Checklist for Validating Outputs

The Output:	Yes	No
✓ Is a new product or service , skill or ability that can be developed and delivered by the ILO working with its partners		
✓ Will benefit the most vulnerable and disadvantaged		
✓ Is linked to an agency outcome		
✓ Each is stated using change language in the form of a deliverable that will be completed in under five years		
✓ The scale or scope is not intuitively beyond the control or influence of the ILO and the implementing partner		
✓ Has obvious or intuitive causality with the outcome to which it contributes ' If - - - - then '		
✓ Is not a completed activity, for example, training conducted, a workshop completed, or survey implemented - these are activities		
✓ The sum of the outputs are sufficient to achieve the higher level outcome		
✓ Is specific and does not combine two or more different types of results, and is not so general that it covers almost anything		

Defining Indicators

- ▶ Indicators of progress are defined at the design stage of a project and assist in distinguishing the different results at impact, outcome and output levels;
- ▶ Impact-level indicators are linked to direct and indirect beneficiaries and to the higher level policy achievements. Outcome-level indicators are linked to the direct recipients of project outcomes and to indirect beneficiaries. Output indicators are linked to project management;
- ▶ It is important that an indicator can be verified and the logical framework provides details of how and when the data will be collected;
- ▶ Each indicator needs to be quantifiable and consistent to enable measurement over time;
- ▶ Indicators can be expressed as a quantity (numerical) or as a quality (non-numerical). Cost and time also need to be reflective and they must be sensitive to changes in activity levels;
- ▶ Indicators should enable the measurement of progress towards the promotion of equal opportunity and treatment between women and men.

SMART Indicators are:

- **Specific:** key indicators need to be related to the condition the project seeks to change;
- **Measurable:** either numerically or in terms of ranking or preferences. They can use quantitative or qualitative measurements;
- **Attainable:** the information should be collected with regard to cost and time and use an appropriate collection method;
- **Realistic (or Relevant):** they must be relevant to, and linked to, an objective and to the management needs of the people who will use the data;
- **Time-bound (Timely or Trackable):** they need to be collected and reported on at the right time in order to influence decisions, and not only for seeing whether something has been achieved.

Examples of quantitative indicators (expressed numerically) are:

- ➔ The **percentage** of women and men in a member State who live below a daily income level
- ➔ The **number** of female and male children from low-income households who complete secondary education
- ➔ The **proportion** of women and men working in the formal economy who possess health insurance coverage through their employers.

Examples of qualitative Indicators (expressed non-numerically) are:

- ➔ The **level** of satisfaction reported by workers and employers for public employment services
- ➔ The **degree** to which women working at the Ministry of Labour feel that training opportunities are accessible to them
- ➔ The **extent** or **scope** of workplace HIV/AIDS policies in addressing prevention, treatment, care, and support.

Qualitative data can be represented by classifications, rankings or scales that indicate the degree or magnitude of change.

For example:

- ➔ The **percentage** of women and men who report being “very satisfied” and “satisfied” with public employment services;
- ➔ The **number** of women working at a Ministry of Labour who rank their access to training opportunities as “high” or “medium”;
- ➔ The **proportion** of workplace HIV/AIDS policies that cover the entire range of prevention, treatment, care and support services recommended by national AIDS authorities.

Qualitative indicators are particularly important when an outcome indicator uses terms such as “effective”, for which there is no common definition normally understood by people observing the situation.

Quantitative and qualitative indicators describe the research methods that are utilised to collect data.

The data for indicators can come from:

- Secondary data (such as national census data, household survey data, and other publicly available datasets);
- Records or information databases (from multilateral agencies, national administrative bodies, or internal ILO records);
- Surveys, questionnaires, assessments or interviews (conducted directly with member States and constituents or through intermediaries).

Quantitative research methods include:

- Tests, assessments, surveys, questionnaires and analysis of secondary data;
- Interviews and focus groups, observations and document reviews, assessments and evaluations.

Table 4.4: Checklist for Validating Indicators

The Indicator:	Yes	No
✓ Describes how achievement of the results will be measured.		
✓ Includes each and every variable in the indicator statement that is measurable, with reasonable cost and effort.		
✓ Is clear and easy to understand even to a lay person.		
✓ Lends itself to aggregation.		
✓ Can be disaggregated by gender.		
✓ Can provide a current baseline value for each and every variable included in the indicator statement (except for Yes/No indicators).		
✓ Is targeted in a specified timeframe for each every variable in the indicator (except for Yes/No indicators).		

Selecting outcome indicators

Brainstorm all the possible indicators that could be relevant to the outcomes and apply a set of questions for each one. If there is a 'no' answer discard that indicator and move to the next.

Questions to ask:

- Can the indicator really measure the outcome?
- Is it possible to obtain reliable data, immediately and in the future?
- Can it be measured over time?
- Does it provide information on which to make decisions?
- Would it be too costly to use the indicator?
- Can the status of the outcome be easily communicated?

Assumptions and Risks

- The development hypothesis are events or decisions that determine the success of the project;
- Difficulties in achieving project outcomes and impact are more often caused by external factors that were not sufficiently analysed rather than internal factors or weak design.

Assumptions and risks should focus on the events that will have a direct impact on the project; in deciding which assumptions and risks to include they can be

selected on criteria of importance to the project and how likely they are to happen. The design of the project can then be amended accordingly.

Assumptions are factors that affect achievements; they are external and are not under the control of project management. The list of such factors can be endless; both the project framework and the manager should focus on the factors that are both important and not likely to happen.

In practice there is trade-off between:

- The **importance** of an assumption in achieving the results;
- The **likelihood** of the assumption holding true (or, equivalently, the risk of the assumption not being true).

Project managers can deal with lower levels of likelihood (for example, higher risks) with less important assumptions. For the most important and critical assumptions, risks must be low otherwise the project will not be successful.

The types of action to take after the analysis of assumptions:

Assumptions which are not really very important can be excluded; if the assumption is important but also most likely to hold true, then it should be excluded. But depending on the trade-off made between importance and likelihood, it may be useful to include a contingency plan, in case the assumption breaks down.

If an assumption is important, but there is very little chance it will be true, the assumption is known as a 'killer assumption'. There is virtually no chance that the project will succeed and it must either be:

- ▶ Fundamentally redesigned by internalizing the risky assumptions, and by expanding the scope of project activity to control or influence the critical external factors which determine the results;
- ▶ Subjected to a radical redesign and consideration of alternative strategies.

Only those assumptions that are both important and have some likelihood of occurring (acceptable risk) should be included as an assumption in the logical framework project planning matrix.

Assumptions should be rigorously verified and justified at the time of appraisal. Project failure is more often the result of external factors that were not properly analysed rather than weak internal logic.

Questions to ask when identifying and analysing potential assumptions and risks:

- ➔ What are the underlying assumptions of the project logic?
- ➔ Will the identified activities produce the intended outputs?
- ➔ Why could the activities fail to produce outputs within the timeframe?
- ➔ Will the production of outputs lead to the achievement of the outcomes?
- ➔ What are the risks associated with the project?
- ➔ What contingency plans are in place in case the logic breaks down or the assumptions are wrong?

Table 4.5: Checklist for Validating Assumptions and Risks

The Assumed Condition:	Yes	No
✓ Is outside the control of the programme or project?		
✓ Is necessary for programme success, is specific and verifiable and can be checked with partners or donors or in policy and planning documents?		
✓ Is not a result that could be included in the log frame?		
✓ Is not a 'killer' in that it will jeopardize the feasibility or sustainability of the result?		
✓ The probability of the assumption holding true is made clear either in the assumption or separately?		
✓ Is stated as if it is actually the case – a positive condition?		

The Risk	Yes	No
✓ Is clearly beyond the control of the programme or project?		
✓ Is not simply the negative restating of an assumption?		
✓ The consequences are sufficiently grave as to pose a serious threat to overall success?		

Implementation Planning

This demonstrates the feasibility of the project in terms of responsibilities, schedules and resources and provides a yearly overview of activities. Once the project starts a more detailed workplan will be developed to organize and coordinate implementation.

- **An implementation plan** covers the whole project period with reference to the main activities and responsibilities
- **A workplan** covers one year at a time and breaks down the activities into sub-activities and tasks, with responsibilities identified between agencies and individuals.

The workplan

- ▶ Identifies activities and tasks for each output and lists the activities. It is prepared in a table identifying each output, with a timeframe for reaching the indicators.

Each activity and task must identify:

- ▶ To whom responsibilities are assigned;
- ▶ Scheduling of activities;
- ▶ Resource identification;
- ▶ Budget estimate.

The implementation plan

- ▶ Identifies the sequence in which activities take place, indicate how time is measured and estimate the likely timeframe for each activity. The table is prepared using bars and indicating milestones;
- ▶ Describes the total amount of resources required and who will provide or contribute to these resources;
- ▶ Include a budget estimating the cost of the resources.

It is important to ensure that there are sufficient resources available to achieve the stated objectives and that the project is realistic. If objectives and resources do not match, additional resources will need to be found or the objectives will have to be scaled down.

The implementation plan is the baseline for project implementation, monitoring and reporting.

All plans need to describe the project's gender mainstreaming strategy

Questions to be asked:

- ▶ Were women and men involved in the stakeholder analysis (i.e. Ministry of Labour, trade unions, employers' organizations, NGOs working on women's issues), and in planning the project activities?

- ▶ Have specific studies and analyses of gender issues, in relation to the subject, been used?
- ▶ Has the project obtained technical advice on gender equality issues (e.g., from local gender experts, ILO gender specialists, the ILO's Bureau for Gender Equality, or other)?
- ▶ Has the project adapted, or used, available tools on gender equality?
- ▶ Have women-specific or men-specific activities been designed and implemented to enable women and men to participate in, and benefit equally from the project?
- ▶ Has the project developed gender indicators to measure outcomes and impacts on gender equality?
- ▶ How does the project's monitoring and evaluation system explicitly measure any differential effects on women and men, girls and boys?
- ▶ Has the project collected and applied relevant analyses of data disaggregated by sex?
- ▶ Describe briefly how the project has established mechanisms for knowledge sharing and inter-linkages with other projects on activities related to gender equality.

Management Arrangements

- ▶ Describe the specific management structure of the project; including the role of the staff (for example, project coordinator or technical officers);
- ▶ Describe the roles and responsibilities of the offices, units and institutions involved, and determine the organization that will manage the project or any of its components;
- ▶ Ensure that each of the partners have agreed to their specific obligations and responsibilities;
- ▶ Indicate the office or unit that will oversee the implementation at the project level on a daily basis;
- ▶ Provide evidence that the Field Office has adequate administrative and technical capacity that the project needs;
- ▶ Foresee in the budget any additional strong technical support from Headquarters' technical units;
- ▶ Describe how the management structure will be mainstreamed into the community;
- ▶ Include an organizational chart whenever possible.

3. Project Evaluation

This Section is based on the ILO's Evaluation 'ILO Guidelines to Results-Based Evaluation' Version 1, January 2010⁶³ and the ILO's Evaluation Guidance 'Concepts and Policies of Project Evaluations', April 2006⁶⁴.

The evaluation of projects is an integral component of the RBM context and project design, and is a requirement of the ILO's evaluation policy framework.

"An evaluation is an assessment, as systematic and impartial as possible, of an activity, project, programme, strategy, policy, topic, theme, sector, operational area, institutional performance, etc. It focuses on expected and achieved accomplishments, examining the results chain, processes, contextual factors and causality, in order to understand achievements or the lack thereof. It aims at determining the relevance, impact, effectiveness, efficiency and sustainability of the interventions and contributions of the organizations of the UN system. An evaluation should provide evidence-based information that is credible, reliable and useful, enabling the timely incorporation of findings, recommendations and lessons into the decision-making processes of the organizations of the UN system and its members." (UN Evaluation Group: Norms for Evaluation in the UN System 2005)⁶⁵

Principles and Policy

ILO Evaluation Policy

The ILO adheres to the principles of evaluation in the UN System⁶⁶; usefulness, impartiality, independence, quality, competence, and transparency and consultation.

The evaluation function in the ILO is designed to ensure transparency, accountability and learning and the independence of evaluation reinforces credibility and usefulness.

- ▶ Informs and makes an essential contribution to policy-making in the ILO or amongst partner country governments in line with the Paris Declaration⁶⁷ on donor harmonization and the UN reform's focus on transparency;
- ▶ Support making managerial decisions involving line management and constituents; assisting in optimizing the allocation of resources and improving overall management;
- ▶ Contributes feedback for learning and ongoing improvement of ILO work, ensuring lessons are learned from the work evaluated so that they can be applied elsewhere and assist partners to learn during the evaluation process;

⁶³ <http://www.ilo.org/intranet/english/edmas/eval/download/tools/evalguidelines-rbm.pdf>

⁶⁴ <http://www.ilo.org/eval>

⁶⁵ <http://www.eclac.cl/dppo/noticias/paginas/4/37534/NormsForEvaluationinTheUNSystem.pdf>

⁶⁶ United Nations: Delivering as One. Report of the General Secretary'

<http://www.oecd.org/dataoecd/29/28/37512030.pdf>

⁶⁷ http://www.oecd.org/document/18/0,3343,en_2649_3236398_35401554_1_1_1_1,00.html

- ▶ Evaluation is an important source of evidence about the achievement of results and institutional performance; contributing to the building of knowledge and organizational learning.

Key Principles

- ▶ Improve performance and contribute to organizational learning;
- ▶ Reinforce accountability and transparency;
- ▶ Form part of a larger dynamic planning and review process;
- ▶ Orientated by national, and ILO, longer-term priorities and objectives;
- ▶ Focus, on results and assume that projects are managed for results;
- ▶ Provide for the participation of national constituents and other partners;
- ▶ Reinforce a sense of joint ownership among project stakeholders;
- ▶ Supported through a highly credible, independent and transparent process;
- ▶ Confine the process to one which is technically and administratively reasonable;
- ▶ Conducted in an ethical way including the responsible handling of confidential information.

Project Evaluation is instrumental in:

- ▶ Providing key stakeholders with the information needed to guide the project strategy towards achieving set goals and objectives;
- ▶ Providing early warning of activities and processes that need corrective action;
- ▶ Helping empower project partners by creating opportunities for them to reflect critically on the project's direction and decide on improvements;
- ▶ Building understanding, motivation and capacity amongst those involved in the project;
- ▶ Assessing progress to enable reporting requirements to be met;
- ▶ Assessing distribution of benefits among different beneficiaries, in particular women and men;
- ▶ Continuously improving ILO's technical work and future project proposals.

Ownership and participation

Participation is one of the ILO's guiding principles through its tripartite approach and of its comparative advantages. Core stakeholders in an evaluation should participate as early as the planning stage to create a common understanding about the purpose and use of the evaluation and the approach to be taken.

Participatory evaluation methodology can meaningfully involve the stakeholders and beneficiaries, strengthen their capacity and increase sustainability.

In order to ensure participatory learning the project management team and the evaluation manager need to ask the following questions in order to develop an evaluation plan:

- ▶ Who has a relevant view on what has happened during the course of the project?
- ▶ How can these people be involved in the evaluation?
- ▶ At what level will their contribution be most valuable?
- ▶ Who can benefit from learning from the project?
- ▶ What are the concerns and questions they would like to have addressed?

It is essential that evaluations are carried out in a climate of trust, and that confidential information is handled in a responsible manner without creating risks for informants.

ILO Evaluation Stakeholders

Primary Stakeholders: are representatives of governments, employers and workers organizations

Other key Stakeholders (for projects and DWCPs): are ILO Headquarters' staff from cooperating departments, ILO field staff, UN agencies in the country, NGOs and other country partners (e.g. donor agencies)

Types of evaluation

Project evaluations are just one of the types of evaluation carried out by the ILO others include strategy and policy evaluation, DWCP evaluations, thematic evaluations and organizational reviews.

Project Evaluations are decentralized and independent for budgets above US\$500,000, otherwise they are considered to be internal.

Evaluations can take different forms depending on the type of project:

- ▶ **Self-evaluation:** managed and conducted by ILO staff members, including project management and technical specialists;

- ▶ **Internal Evaluation:** managed and conducted by independent ILO officials (staff members who have not been involved in the design or management of the project they are evaluating);
- ▶ **Independent evaluation:** managed by independent ILO officials but conducted and led by external evaluators who have no previous links to the project being evaluated;
- ▶ **External evaluation:** managed from outside the ILO and conducted by external evaluators with no previous link to the project. An external evaluation is usually initiated and led by the donor agency but project and line management are still accountable for follow-up.

Additional evaluations may be carried out if the project management or partners think it would be useful or if there may be a need for extensive readjustment of the project objectives or strategy. These can be internal or independent evaluations.

Concepts of Project Evaluation

Managing for impact

Evaluation assists in enhancing development results along a continuum from the short- to long-term; ensuring that project interventions are steered towards sustainable and longer-term impact along a chain of results.

Inputs produce outputs that engender outcomes that contribute to impact

A project is accountable for achieving outcomes within a defined period of time.

The combination of all outcomes contributes to the development impact outside the project time frame and can be affected by other external events and projects.

Outcomes are:

- Medium-term effects of project outputs;
- Observable changes linked to project activities;
- Logically linked to the immediate project objectives and intended impact;
- Results that can be achieved during the timeframe of the project.

Impacts are:

- The positive and negative, primary and secondary long-term effects produced by project interventions, either directly or indirectly, intended or unintended;
- The result that links to the development objective as described in the project document;
- Only detectable after several years and usually not attained during the time frame of the project.

Exit Strategies

During the project cycle the influence of the project target groups increases as they develop capacity and take more ownership of the project.

When the project is finally handed over to the local partners it will begin to achieve broader, long-term, sustainable impact.

Planning for the management of future impact in the form of an exit strategy is part of the project cycle and shows how the responsibilities of the local partners will be increased. The exit strategy needs to be negotiated when the project commences.

Flexibility and information

In order to ensure that the objectives can be achieved it must be possible to adapt the project to changing circumstances during the cycle by:

- ▶ Understanding the project design;
- ▶ Gathering and analyzing relevant information to make decisions;
- ▶ Facilitating learning amongst all the partners;
- ▶ Negotiating required changes.

Monitoring and evaluation provides reliable sources of information about the context in which activities take place, the extent of progress towards the project objectives and the reasons for success and failure

Learning from projects

It is important to organize and plan how to gather and analyze information from monitoring and evaluation systems, in a way that ensures timely and appropriate decisions can be made by the relevant partners.

Project Monitoring: provides a focus on activities and outputs and how they contribute to outcomes. Continuous and regular observation of progress through the gathering of key information on performance, together with analysis, feed into decisions about the project strategy.

Question to ask: What has been invested, done and produced and how are we supporting partners to achieve the objectives?

Table 4.6: Checklist for a Monitoring Plan

The Plan:	Yes	No
✓ The monitoring system has guarantees that feed into the implementation plan?		
✓ Data information gathering efforts are not duplicated?		
✓ The plan has milestones that allow for the detection of degrees in progress in terms of specific periods of time?		
✓ There are indications when the baseline information is to be collected?		
✓ There are identified factors, conditions or elements that could introduce measurement biases in terms of variations in the information gathering system or are a cause of the variations in information gathering criteria or standards?		
✓ The total associated costs of monitoring are rational and proportionate to the total cost of the project?		

An Annual Project Review

Focuses on outputs and outcomes. Project partners can reflect on how well the project is progressing towards the objectives using the data provided by project monitoring. Annual project reviews are self-evaluations that are managed and conducted by the project management with the participation of the local partners and feed into the annual project progress reports.

Midterm and Final Evaluations

These evaluations focus on the outcomes and how likely they are to achieve impact. They provide the opportunity for in depth reflection on the strategy and assumptions of the project design. It is also possible to assess how well the project actions link to and support the higher level ILO strategies in a DWCP and the P&B.

Interim evaluations take place approximately halfway through project implementation and are useful when a number of planned activities have been delivered and a considerable percentage of project funds have been spent.

Question to ask: What progress has the project made towards achieving its objectives?

Impact Assessments

- ▶ Determine if project interventions have contributed to longer-term impact. They are usually carried out when a project is finished or can be part of thematic, or country programme evaluations, that also consider linkages between different projects and interventions.

Question to ask: What long-term sustainable changes have occurred and how did our interventions contribute to these?

Roles and Responsibilities

A project has a number of stakeholders and an evaluation must respond to their needs and interests by providing them with relevant and timely information. These stakeholders are external (national constituents, project partners, and donors) and internal (project management team, ILO Field Officers and Technical Specialists and ILO Headquarters' staff). Secondary stakeholders are the ILO's Governing Body and other units within the ILO who indirectly benefit from the knowledge gained by an evaluation.

Evaluation Manager

- Prepares the Terms of Reference (TOR) and selects consultant for external evaluations and submits TOR for approval;
- Ensures proper stakeholder involvement;
- Circulates draft and final reports;
- Ensures that evaluation findings and recommendations are followed-up.

Project Manager and Staff

- Supports the facilitation and implementation of evaluation;
- Provides inputs to the TOR;
- Collects and provides information;
- Provide logistical and practical support.

External Evaluation Consultant

- Conducts and leads the evaluation;
- Prepares the evaluation report.

Evaluation Focal Person in Region or Sector

- Approves the Terms of Reference (TOR);
- Approves selection of evaluators;
- Reviews the draft and final reports;
- Oversees evaluation process and follow-up.

ILO Evaluation Unit

- Oversees adherence to ILO policy;
- Supports focal persons in their tasks;
- Approves the final report.

Evaluation Planning

Evaluation planning has seven key steps:

- Defining purpose, scope (time and space) and clients;
- Applying the intervention logic as the reference point;
- Involving stakeholders to create ownership;
- Defining evaluation questions;
- Drafting terms of reference (TOR);
- Agreeing the evaluation budget;
- Establishing the evaluation team and identifying roles, skills and recruitment.

The Evaluation Manager determines the objectives, coverage, parameters, type and timing and the people to be involved in consultation with the key stakeholders; these form the basis for the TOR.

The reference point and foundation for every evaluation is the intervention logic included in the project document, based on the project rationale, objectives, outcomes, outputs, activities and indicators.

The TOR describes how the evaluation will assess the relevance of the project objectives and strategy and how far the project has achieved its planned outcomes, the extent to which the project has proved efficient and effective and if it can have a sustainable impact.

Reviewing the implementation planning, progress reports and project revision documents are key sources of information on modifications to the original design during implementation, and also need to be considered before drafting the TOR.

Key Evaluation Criteria

These operationally categorize relevance, effectiveness, efficiency, impact and sustainability and are the OECD/DAC internationally-agreed standard performance criteria for evaluation.

Table 4.7: Key Evaluation Criteria

Evaluation Criteria	Description
Relevance and strategic fit of the project	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country's needs, global priorities, and partners' and donors' policies The extent to which the approach is strategic and the ILO uses its comparative advantage
Validity and relevance of the project intervention logic	The extent to which the project design is logical and coherent
The effectiveness of the intervention logic	The extent to which the project objectives were achieved or are expected to be achieved, taking into account their relative importance
Efficiency of resource use	A measure of how economically resources and inputs (for example, funds, expertise and time) are converted to results
Effectiveness of management arrangements	The extent to which management capacities and arrangements put in place support the achievement of results
Impact orientation and sustainability of the project	The strategic orientation of the project towards making a significant contribution to broader, long-term, sustainable development changes The likelihood that the results of the project are durable and can be maintained or even scaled up and replicated by project partners after major assistance has been completed

Formulating Evaluation Questions

These criteria are used to identify questions for an analytical framework that will guide the evaluator and the evaluation process. The list of questions must meet the needs of each individual evaluation and be relevant to the agreed purpose and scope, and the interests of the key stakeholders.

If one of the criteria is not considered there must be a written justification for leaving it out. The analytical framework forms a part of the Terms of Reference.

Preparing the Terms of Reference (TOR)

The evaluation manager prepares the first draft that will guide the work of the evaluation consultant. During the drafting process the manager consults with and receives input from the project manager, the ILO Office Director and the line manager of the technical unit behind the project.

The draft is then circulated to the following key stakeholders:

- The project manager;
- Main national project partners;
- ILO Field Office Director;
- Technical back stopper at Headquarters;
- Field technical specialist;
- Responsible evaluation focal point;
- The donor, if required.

The evaluation manager then integrates the comments into the draft as appropriate and passes the Terms of Reference on for approval.

Structure and contents

Outline of Terms of Reference:

- **Introduction and rationale for evaluation:** explains the purpose of the evaluation, the type of evaluation and the expected outcome;
- **Brief background on project and context:** summarises the context and design of the project, mentioning previous evaluations;
- **Purpose, scope and clients of evaluation:** outlines the objectives of the evaluation, specifies the coverage and key issues, focus and concerns to be addressed. Identifies who will be involved;
- **Suggested analytical framework:** contains the key questions to be addressed that the evaluator can modify if necessary. Modifications will be agreed with the evaluation manager;
- **Main outputs:** identifies the main outputs of the evaluation as reflected in the interests of the key stakeholders and how and when they will be delivered (for example, workshops and reports) and the format of the report;
- **Methodology to be followed:** includes information needs and sources; methodology and plan for gathering information with a plan for critical reflection processes and data analysis; conditions and capacities to support data gathering and analysis; a plan for communication and reporting of evaluation outcomes; involvement of key stakeholders in the implementation and finalisation of report (the evaluator may adapt the methodology if required with the agreement of the manager)
- **Management arrangements, workplan and timeframe:** includes the name of the evaluation manager and who the team reports to; specifies the support

needed from the ILO at all levels; composition of and reporting lines within the evaluation team; a detailed work plan identifying each partners contribution; the process for circulating the report; timeframes and deadlines and the budget.

If it is necessary to recruit a consultant to provide qualified technical expertise, the evaluation manager will propose an external consultant, to be approved by the relevant ILO officer, following consultation with the key stakeholders.

Implementation and Reporting of an Evaluation

Gathering Information and Logistical Planning

The TOR specify how the evaluation is to be implemented and it is the project manager's responsibility to provide practical support in a timely and informed manner to ensure the most efficient use of resources by:

- ▶ Gathering relevant information prior and during the evaluation. The TOR will indicate whether quantitative and/or qualitative information is required and will identify the data collection tools to be used.
- ▶ Ensuring the efficient use of available time; the number of tools used and the scope of the evaluation needs to appropriate for the time, people and funds available.
- ▶ Arranging meetings for the evaluator; this requires a list of people to be involved, including contact details and advanced warning and information about the evaluation.
- ▶ Scheduling interviews and meetings with partners to ensure participation in the evaluation activities taking into account personal and work situations.

Structure of the report

The precise structure of the report depends on the specific focus of the evaluation and the needs and circumstances of the project; the report should not exceed 20-30 pages.

Sample table of contents (standard elements)

- Cover page with key project and evaluation data; title, number, donor(s), dates, budget, technical area, managing ILO unit, geographical coverage, type of evaluation, date of submission;
- Abstract: 3-5 pages, key findings and recommendations understandable as a standalone document as it will appear in the evaluation database;

- Brief background on the project and its logic: description of project objectives and rationale, logic and strategy, at approval and during implementation with agreed revisions; state of implementation and delivery;
- Purpose, scope and clients of evaluation: brief descriptions with analytical focus
- Methodology: brief description including information sources; remarks on limitations of methodology and potential problems and gaps;
- Review of implementation; brief review of main stages in implementation highlighting main milestones and challenges;
- Presentation of findings regarding project performance: based on key questions covering all evaluation criteria and highlighting any major concerns;
- Conclusions: a concluding assessment based on findings with the main message;
- Recommendations: constructive ideas for improvement presented clearly and concisely, identifying actions with concrete suggestions; specifying who is responsible to act;
- Lessons learned: observations, insights and practices of general interest beyond the project sphere that could contribute to a wider organizational learning; highlighting good practices so that they can be replicated in other projects;
- Annexes: including the Terms of Reference and list of persons contacted, and any other relevant information or tables of supplementary data and survey questionnaires.

Discussion and Feedback

The evaluator(s) should communicate the main findings and recommendations verbally to the key local stakeholders at the end of the evaluation mission before leaving the country. This may be done in individual meetings, workshops or a joint presentation to a larger group. It provides the partners and project management with feedback that does not appear in the actual report.

The evaluation team should also provide the project management with a de-briefing that focuses on methodological and process issues such as how to improve evaluation support.

The draft report

- The evaluator(s) submits the draft report to the evaluation manager who submits it without changes to the key stakeholders, who review the report. They submit factual corrections and substantive comments on the content by a specified date. Comments are sent to the evaluation manager and the evaluation focal person;

- The evaluation Manager consolidates the comments and sends to the evaluator(s) so that the comments are anonymous. The evaluator(s) considers the comments and incorporates into the report as appropriate. The evaluator(s) has the final decision on what to include or change and should not expect any pressure to modify the report from any group or individuals.

The final report

- The evaluator(s) sends the completed final report in electronic form to the evaluation manager who forwards it to the evaluation focal person. This person compares it with the final draft and verifies that the process was transparent with no pressure exerted on the evaluator. The report is then submitted to the ILO evaluation unit for approval. Finally the report is circulated to all the key stakeholders and those that participated in the evaluation. The abstract is registered in the evaluation database and is then made available on the website.

Follow-up

- The next stage is to translate the findings and recommendations into action, enabling the project manager and partners to take informed decisions. The project manager is responsible for preparing and implementing a follow-up plan.
- Lessons learned should be made accessible to interested parties to facilitate organizational learning and improve project design and implementation.

Gender Mainstreaming in Monitoring and Evaluation of Projects

Gender mainstreaming is a requirement for all ILO projects and activities and it is essential that evaluation is able to identify whether this is adequately implemented.

- If gender issues are not considered in monitoring and evaluation, project managers are deprived of an essential feedback mechanism of whether the project is actually achieving its goals and contributing to gender equality;
- Managers will not learn how approaches have impacted on gender relations and will not be able to take corrective action, if required.

A gender-sensitive monitoring and evaluation system is as important as having a 'gendered' project design. If a project is gender blind, this can be discovered and corrected when setting up the monitoring and evaluation plan. For example, indicators can be reformulated to be more gender sensitive, and sex disaggregated data can be collected.

Mainstreaming gender has two elements supported by monitoring and evaluation:

- ▶ The analytical element is geared towards understanding gender relations: analyzing the difference and relations between women and men in, for example, terms of power, voice, income, workload and working time;
- ▶ The normative element is geared towards creating more gender equality through interventions: intervening in a way that inequalities in opportunity between men and women become smaller and that women and men have equal access to resources such as power, voice, income and free time.

Mainstreaming gender is done by systematically analysing the effect of an intervention on women and men, on the relations between them and on the goal of creating more gender equality and by recommending actions to improve effectiveness of interventions for greater gender equality.

Gender analysis requires sex-disaggregated data and if it is not available then it must be generated. The use of both quantitative and qualitative information helps to not only compare but also to capture, the complex causes and effects of gender inequality.

Indicators in projects often relate to the ratio of female to male participation or representation. Equal participation and representation are supporting factors for achieving gender equality but these alone are insufficient.

Gender equality, or equal opportunities and access to resources for women and men, are more qualitative in nature, and more oriented at policy outcomes of processes and interventions. Adequate indicators for gender equality need to focus more on the substance and quality of outcomes.

Taking gender issues into account in monitoring and evaluation

Women and men:

- Often experience poverty and decent work deficits differently;
- May have different priorities concerning programmes and policies to reduce poverty and promote decent and productive work;
- Face different constraints in their efforts to improve their economic or social conditions;
- Are often affected differently by development interventions.

Development planning frequently uses 'gender neutral' approaches that assume men and women have the same needs and concerns. However in most societies men typically dominate community and household decision-making so that in effect, 'gender neutral' approaches will mostly respond to male priorities.

Women and men have different roles, rights and responsibilities. Women often have less access to productive resources and opportunities such as education and training, credit, capital, land, and decision-making authority.

Ignoring women's needs and capacities will significantly reduce the efficiency and impact of policies and programmes, and may exacerbate inequalities.

Challenges to gender sensitive monitoring and evaluation

- The assumed 'gender neutrality' of methods and processes;
- Sampling often under-represents women;
- Staff preparing monitoring and evaluation plans and Terms of Reference may lack awareness of gender equality issues;
- Women are often under-represented in evaluation and interview teams;
- Inflexible data collection methods may make it difficult for women to be represented;
- Women may be illiterate, or less fluent than men, in the language used;
- Women may be more timid than men or may not even be allowed to speak or be represented in public meetings or community consultations;
- Women have less time at their disposal because of reproductive tasks;
- Obtaining data from both women and men may be seen as an increase in costs and time.

Including gender in the project cycle

Gender is a cross-cutting objective and strategy and gender equality should be considered throughout the entire project cycle. This has been a Governing Body requirement since March 2005, requesting the Office to ensure that all ILO technical cooperation programmes and projects systematically mainstream gender throughout the project cycle.

Key questions

Setting up the monitoring and evaluation system:

- Does the situation analysis and baseline study include analysis of relevant gender concerns?
- Are project quantitative and qualitative indicators and milestones or targets gender sensitive or do they need to be revised to better capture the project's impact on gender relations?
- Do the plans require that all data be sex disaggregated?
- Which methods and tools are needed to collect gender sensitive data?
- Is support for data gathering, such as databases, appropriate to capture gender related information?

- Have special budget provisions for gathering gender sensitive information been made?
- Are sufficient capacities in place for gathering gender sensitive information and conducting gender analysis?
- Is there someone in the evaluation team with the necessary expertise on gender equality?
- Have the plans been circulated to the responsible gender specialist?

Gathering and managing information during implementation:

- Is all data collected in a sex disaggregated manner?
- Is information collected and analyzed that assesses the different effects of an intervention on men and women, and on gender relations?

Regular analysis of information and critical reflection with partners

- ▶ Are the effects of the intervention on gender relations and its contribution regularly analysed as part of the reflection process, and is someone specifically assigned to it?
- ▶ Are observations being discussed with the key project partners; for example, how does the intervention effect men and women, what are the differences, what are the expected or unexpected effects on gender relations, what are the possible long-term effects and is there sufficient information to answer these questions, how does the project strategy need to be adapted?

Communicating and reporting results:

- ▶ Are the effects of the intervention on women, men and gender relations part of every progress report?
- ▶ Does the report explicitly address the gender performance of the project?
- ▶ Has the project established mechanisms to share knowledge related to gender equality?

There needs to be a gender analysis in each baseline study, as knowing what the starting point is in gender relations is very important.

Gender questions need to be incorporated into all steps of the evaluation process including the terms of reference, the criteria for evaluation, the recruitment of the evaluation team, conducting the evaluation, writing and reviewing the evaluation report, disseminating and knowledge sharing and preparing the management follow-up.

Recommended action

- ➔ Include gender in the project design by providing all staff with tools and guidance, and establish a process for draft documents to be circulated for comment to internal gender experts;
- ➔ Have a project appraisal process that ensures each project adequately addressed gender concerns in the design;
- ➔ Sensitize and support staff to raise the awareness and competency of ILO and project staff on gender mainstreaming and including gender in all phases of the project design;
- ➔ Familiarise external evaluators with the ILO gender equality policies and concerns in independent evaluations;
- ➔ Establish a support network of gender specialists and focal points in the project teams;
- ➔ Facilitate learning so that all managers use evaluations for learning and improving understanding of gender mainstreaming practices, and disseminate the information.

Section 5:

**Trade Union
Training Resources and
Capacity-Building**

Section 5: Trade Union Training Resources and Capacity-Building

1. Introduction

“The substantial involvement of the ILO in addressing the financial and economic crisis, through its Global Jobs Pact initiative and its participation in shaping new global regulation, may increase the need and demand for training and learning concerning labour and social issues on the part of both national and international economic, trade and financial regulatory institutions”. International Training Centre of the ILO, Turin. ‘Building Capacity of the ILO Constituents’, Geneva, November 2009.

This Section of the package is based on the ILO’s International Training Centre document ‘*Planning Union Training for Decent Work Promotion. Decent Worked Cubed*’ and recognizes the influence of the UN System’s Chief Executive Board for Coordination (CEB) Toolkit ⁶⁸ that was used for the preparation of the United Nations Development Assistance Framework (UNDAF) at the country level. The ILO mobilized additional resources for the Decent Work initiatives in the ‘Delivering as One’ pilot countries and the Decent Work concept has been integrated into the application of the CEB toolkit.

The ILO’s Programme Implementation Report 2008-09 of March 2010⁶⁹ presented to the 307th Session of the Governing Body, recognized the importance that capacity building plays in achieving outcomes *“as a result of capacity building and quality assurance initiatives, the second generation of DWCPs is more results-based with priorities, outcomes, outputs and implementation plans”*.

⁶⁸ <http://.ilo.org/intranet/english/bureau/dgo/selecdo/2007/toolkit.pdf>

⁶⁹ http://www.ilo.org/wcmsp5/groups/public/—ed_norm/—relconf/documents/meetingdocument/wcms_122308.pdf and http://www.ilo.org/wcmsp5/groups/public/—ed_norm/—relconf/documents/meetingdocument/wcms_123931.pdf

The report noted:

- That the involvement of the social partners in the DWCP process has improved;
- A new training programme to improve capacity in the design, monitoring and evaluation of DWCPs and results-based management was provided for the first time in 35 countries, that demonstrated the importance of the tripartite national committees in guiding implementation, monitoring and evaluation;
- That linking goals and progress requires constant analysis of policies and programmes that work well in defined settings;
- That more detailed analysis of country and regional experience with specific policies is required to strengthen the knowledge on how constituents can best move towards the direction in which they wish to move;
- In some areas local level participatory training, in which participants are encouraged to identify priority issues and solutions themselves, was easier to implement and results improved;
- That there is a potential for further involvement of workers' and employers' organizations in policy debate;
- Workers' participation in UN country programmes remains low, mainly because there is no established mechanism for the social partners to interact as ILO constituents with UN staff.

The report identified that *“more active worker involvement in Decent Work Country Programmes and the ‘Delivering as One’ initiative was at the heart of the activities of the Bureau for Workers’ Activities, and capacity-building courses and materials were developed in collaboration with the International Training Centre at Turin. Overall, trade union involvement and the use of labour standards in country programmes remain areas where a more pronounced Office-wide effort is required”*.

2. ‘Decent Work Cubed’ or Decent Works Training Modules

This Section is a summary of the ‘Planning for Training Modules’ that the ACTRAV programme of the ILO’s International Training Centre (Turin) developed for trade union participation in the design, implementation and evaluation of DWCPs and UNDAF at a pilot course in Lima, May 2009.

‘Planning Union Training for Decent Work Promotion’ aims to contribute to strengthening trade unions’ ability to elaborate union strategies for promoting Decent Work and achieving the MDGs’ achievement by effectively coordinating union participation in decision-making processes at the national and international levels.

For detailed information about the related topics refer to Sections 2, 3 and 4 of this package.

Trade Union Skills

As an integral part of trade union capacity building, trade union skills are defined as:

- The set of skills, abilities and capacities needed to defend workers’ interests;
- Knowledge and accumulation of individual and collective experiences;
- Capacities to organize, propose, mobilize, integrate, and transfer skills and knowledge;
- Developing strategies, actions and performances in different contexts and based on identified needs;
- Integrating knowledge and action to participate in DWCP;
- The importance of follow-up and sustainability.

Possible action strategies and training guidelines are agreed in the context of the DWA, and training proposals will be developed accordingly for the effective participation of unions to promote Decent Work through DWCPs. These are promoted through the methodology of integrating theory and practice with guidelines for problem resolutions.

Module Organization

Training can be organized according to:

- **Profiles and roles of the target group:** which can be analysed in terms of the level of responsibilities within the union and who is involved in social dialogue or the focal points for thematic work;
- **Priorities:** taking into consideration that the DWCP country priorities may differ between and within unions;
- **The four Decent Work strategic objectives:** these are the four cubes and are interrelated and inter-dependent and all training should be focused on one of the objectives, with links to the others and always include the integration of gender mainstreaming.
 - Fundamental principles and rights at work and International Labour Standards;
 - Employment and income opportunities;
 - Social Protection and social security;
 - Social Dialogue and Tripartism.

Training Modules

Each module can have up to four levels:

- **A basic level:** that develops an understanding of the issues and context, and diagnoses the situation in each country;
- **An intermediate level;** that explores in more detail the specific issues and whether they can be integrated into the DWCP;
- **An advanced level;** where the trade unions prepare detailed strategies and objectives;
- **A closing level;** to integrate macro-economic policies and reframe in the context of globalization.

A manual will be developed for the basic level. The intermediate, advanced and closing levels will be based on the analysis of current ILO reference materials.

The content may differ within each level depending on the situation of the unions within that country. The lists below provide examples of what could be included in the curriculum for each level

Gender equality is mainstreamed into all the modules and the curricula.

The Modules

Introduction to Decent Work

This module has only one level, and introduces the basic policy and principles that underpin a DWCP.

Learning Objectives

- To describe trade union participation mechanisms in the ILO and its structures;
- To describe Decent Work from an integrated and relational perspective of the ILO constituents;
- To identify trade union strategies to relate Decent Work into the national, sector and company realities;
- To identify the impact of the strategic and cross-cutting issues in Decent Work;
- To identify concrete tools at all levels that can be used to promote Decent Work;
- To identify trade union training needs.

Content

- Understanding the ILO's structure, policy, roles and functions;
- The concepts of Decent Work;
- Freedom of Association, and Social Dialogue.

Decent Work in the Development Assistance Framework

This is an independent module with one level that looks specifically at how unions can become involved in the UN's 'Delivering as One' approach in their country; recognizing that all DWCPs are integrated with the objectives of the UNDAF, and the achievement of the MDGs.

Learning Objectives

- To describe the UN and the reform process, and implementation at the national level;
- To identify UN agencies and the status of UN reform in the country, including ILO participation;
- Identify the organizations involved and the processes and products that comprise a UNDAF;
- Understand the elements that contribute to full employment and Decent Work.

Content is linked to the situation in a particular country

- The UN system and reform process, and its role at the country level;
- The role of UN agencies and the status of UN reform;
- The comparative advantage of the ILO;

- The UNDAF principles and strategy, the MDGs and Poverty Reduction Strategies (PRSs);
- Identifying UN agencies in the country, and trade union participation channels;
- Strategies for effective participation.

The four strategic objectives of decent work

For each of the strategic objectives the curriculum will be organized as follows:

- The international, regional, and national policy and principles of each strategic objective will be examined in the context of DWCPs;
- The relationship and integration of each objective and the components, priorities, targets, indicators and expected results within the country;
- Comparison with the trade union strategies and demands and analysis to strengthen the capacity for union action;
- Discussion of the ILO's comparative advantages and identification of the need and direction for technical support and resources;
- Development of a strategy, and proposals for union action based internally and externally on 'training for action'.

Strategy and action proposals will be consistent with the Decent Work strategic objectives and internal trade union objectives, to ensure effective involvement in a DWCP.

Fundamental principles and rights at work: International Labour Standards

Basic, intermediate and advanced levels

Content

- ➔ General knowledge of the fundamental principles and rights at work, implementation, State responsibilities and ILO follow-up
- ➔ Integration of the International Labour Standards into the DWCP
- ➔ Interventions in designing and implementing the DWCP.

Promoting employment

Basic, intermediate, advanced levels, and closing modules

Content

- ➔ Employment situation diagnosis
- ➔ Employment, economic and social policies for better working conditions and integration into a DWCP
- ➔ Employment, economic and social policies that impact on micro-enterprises, the rural sector and the transition from the informal to the formal economy
- ➔ Re-framing globalization; the integration of macro-economic policies for example, multinational enterprises, regional integration and fiscal and monetary policies and developing international trade union strategies.

Social protection, social security and labour protection

Basic, intermediate and advanced level modules

Content

- ➔ Defining social protection, social security and labour protection
- ➔ Social security systems and how they are organized and funded
- ➔ Long- and short-term economic benefits and funding issues and how unions can be involved.

Promoting tripartism and social dialogue

To be mainstreamed into all modules

Content

- ➔ Promoting and realising fundamental principles and rights at work
- ➔ Creating further opportunities for women and men
- ➔ Enhancing the scope and effectiveness of social protection for all.

Negotiation, dialogue, and communication techniques

- ▶ These skills are common to all modules and there will be a specific training manual to develop capacity in these areas;
- ▶ The curriculum will provide the tools to follow up with monitoring and evaluation in order to assess results and long-term impact.

General Objectives

Highlight the value of information and communication as essential tools for trade union action in:

- Communication skills management;
- Collective bargaining, normative frameworks and negotiation techniques;
- The theoretical elements of social dialogue, and strategies to strengthen effectiveness.

Content

- Effective internal and external trade union communication;
- Facilitating different levels of negotiation and strategies for successful dialogue;
- Accessing the relevant information;
- Evaluation and monitoring tools to review progress.

3. Capacity-Building Framework for Trade Union Involvement in a DWCP

Developing individual country capacity-building frameworks can provide a context for the above modules.

Introduction

There is a multitude of capacity-building definitions that range from a focus on individual skills to a broader focus that include the policy and objectives that underpin the organization

The ILO's definition below identifies trade unions as a target group for capacity-building and also recognizes the importance of working within the objectives of the DWA at all levels, and the need to work within a country's development policy.

ILO's definition of capacity-building

What the Organization does, within the framework of its institutional mandate, to strengthen the capacity of its constituents and partners to devise, plan, implement and consolidate an agreed DWA at local, national, regional and global levels. What the Organization does, within this framework, must also, as far as means allow, seek to guarantee coherence among (economic, social, commercial, financial etc.) development policies" (ILO November 2009)

A capacity-building framework provides the unions and the ILO with:

- ▶ A systematic way of thinking through the options available for building capacity;
- ▶ A strategic approach that can include cross-cutting issues, for example, gender;
- ▶ The means to increase impact and sustainability;
- ▶ The benefit of being able to facilitate a coherent approach within the context of Decent Work and the DWCP;
- ▶ The ability to make choices that are appropriate for the purpose and context of the initiative;
- ▶ A tool for measuring progress and communicating results.

The strategic nature of a framework approach will ensure that:

- Capacity-building is directly related to the unions and the interventions that they will take to influence the defined objectives and outcomes of a DWCP;
- Training is targeted to the right group at the right level and takes account of the internal and external situations that the trade unions face;
- The status of a DWCP and the comparative advantage of the ILO are taken into account.

Designing a Capacity-Building Framework for a Country

An individual country's capacity-building framework needs to be developed between the trade union organization that will play a role and the ILO at the stage when, or before, the trade union becomes involved. The ideal time would be at the conception stage of a DWCP, and would mean that the trade union can strengthen its capacity to influence the design of the programme.

Designing a capacity-building framework has the same logic as designing a project, but there are some different considerations to take into account. All stages should involve consultation with the trade union movement.

Implementation can be supported by a Steering Group or Committee that can coordinate and oversee the different stages of the framework.

Preparatory stage

It is important to understand the organizational capacity of a union or the union movement in relation to:

- ▶ The demands and pressures from the external environment;
- ▶ The way the union operates internally to implement actions and activities;
- ▶ The relationship the union has with other organizations and government agencies;
- ▶ The situation regarding gender mainstreaming.

Activities include:

- Deciding who will be involved directly in a DWCP (e.g. one trade union, trade unions in a sector or the national centre in that country) and what parameters would need to be set (e.g. the time period, scope, and resource constraints);
- A meeting or workshop to introduce the unions to the concept of a capacity-building framework for participating in DWCPs and produce an agreement and plan for the way forward;
- An analysis of the current situation, for example:
 - The trade union movement's relationship with government agencies and employers' organizations;
 - The policies and actions of the unions and progress towards the Decent Work strategic objectives;
 - The status of the DWCP and the union's role to date, and problems encountered;
 - The status of social dialogue and trade union recognition in tripartite structures;
 - The progress that the trade unions have made to date;
 - The current capacity of the unions and whether there are trade union training programmes in existence.

This information can be collected in a variety of ways, and selection depends on available resources, but should actively involve the trade unions. The information will be presented as a report.

The design stage

(See Section 4 of this package 'Technical Cooperation Project Design and Implementation' for a definition of objectives, outcomes and indicators)

This stage ensures that the unions and the ILO are clear about the reasons for capacity building. The objectives and outcomes of the framework will demonstrate coherence with the DWA and, if appropriate, the DWCP objectives and outcomes.

The major questions to ask are:

- How will the way trade unions approach capacity-building contribute to strengthening the role of trade unions in a DWCP and create a space for them in the six-step cycle?
- What do the unions want to achieve by participating in the DWCP process?

The objectives and outcomes:

- Are linked to the objectives and outcomes of Decent Work and to the DWCP (if already defined); if the unions are inexperienced in this area, it may be necessary to conduct the basic level 'Decent Work Cubed' modules;
- Clearly describe how the capacity building will contribute to these outcomes;
- Indicate how gender equality will be mainstreamed into the capacity building.

The Implementation Strategy

This will indicate how the objectives and outcomes will be achieved, and the type of actions to be implemented in order to strengthen trade union participation.

For example:

- **Skills training;** negotiation, research and information gathering, communication, problem-solving;
- **Technical assistance;** resource mobilization, support for influencing policy development, research to preparing positions;
- **Facilitated workshops;** planning with other organizations, developing policy;
- **Conferences;** to promote a position or demand, to raise general awareness, provide a forum for debate
- **Information sharing and raising awareness;** to gain support of the membership or general public, develop materials;
- **Lobbying and media;** to influence government or other organizations;
- **Networking;** to involve other organizations or between union structures.

The selection of strategies will be influenced by the context, timeframes, resources and commitment of those involved. There should be a correlation between each strategy and how it impacts on the other.

For example, *in order to strengthen the union's involvement in the preparation of the situational analysis for the DWCP there will need to be a strategy that could include modules from 'Decent Work Cubed' with skills training in research and analysis and information gathering.* This will link to future involvement in the other DWCP stages and also to the DWA.

The type of actions or outputs selected can be identified as separate strategies, with each strategy identifying the concrete activities to be implemented and the designated target group.

The strategies can also assist the ILO to plan timely and relevant technical assistance support.

Trade union ownership and commitment can be increased if trade union representatives are actively involved in developing the strategy, and identifying the approach that they want to pursue.

Capacity Indicators

These are statements that describe how the activity contributed to achieving the objectives, outcomes and outputs and are linked to achieving the long-term impact and short-term outcomes of Decent Work (also the DWCP if already designed).

Capacity indicators are used in the evaluation and monitoring process to identify progress and results.

Identifying and framing indicators use the same approach as for Project Design (Section 4 of this Resource Package).

Resource audit or training needs analysis

This can be carried out in a workshop, or in a combination of surveys and meetings.

Helps the union to identify:

- The skills, information and resources needed to implement the strategy;
- The skills, information and resources that the union currently holds;
- The skills, information and resource gaps that the capacity-building can fill.

The capacity-building strategies describe the activities and actions that need to be carried out in order to reach the objectives and outcomes. If the capacity building is to be effective, the current resources and capacity of each union needs to be

analysed and matched against the skills, information and resources needed for implementation.

- **The first step** is to identify the specific skills, information and human resources the unions, and designated individuals in the unions, will need for implementation;
- **The second step** is to analyze the current level of the unions' capacity and identify the skills, knowledge, and resources that already exist and are relevant to those needed to implement the strategy
- **The third step** is to identify the gap by analyzing and matching the skills, knowledge, and resources held by the union with those required for implementing the strategy.

Capacity and resources:

- **Skills and knowledge:** this covers what the unions will need participate in the DWCP;
- **The level of experience of the union or individuals/groups:** those with responsibilities may have some skills and experience but only to a certain level; these may need to be increased to a level relevant to the skills needed for the strategy;
- **Availability and accessibility of materials and information:** materials for capacity-building must be specific to the issue and training needs identified within the strategies. *For example, (1) if the issue is gender equality it is important that the union can research this topic; (2) union officials are conversant with the issue in the DWA; the union needs to have policies, and materials that are accessible and clear;*
- **The number of people who will be involved:** activities and actions may need more human resources to implement than the union(s) has; a decision may be needed whether to find more people or reduce the size and scope of the strategies;
- **Technical and administration support:** the technology and administrative backup that may be needed to implement the strategy, taking into account that most elected committees in DWCP countries do not have full time union positions, and few administration staff. If necessary, external resource persons or ILO Technical Staff may be identified to carry out activities such as research, or to conduct workshops on specific issues.

Monitoring and Evaluation

The monitoring and evaluation of capacity-building objectives and outcomes are carried out in the same way as for any project or programme.

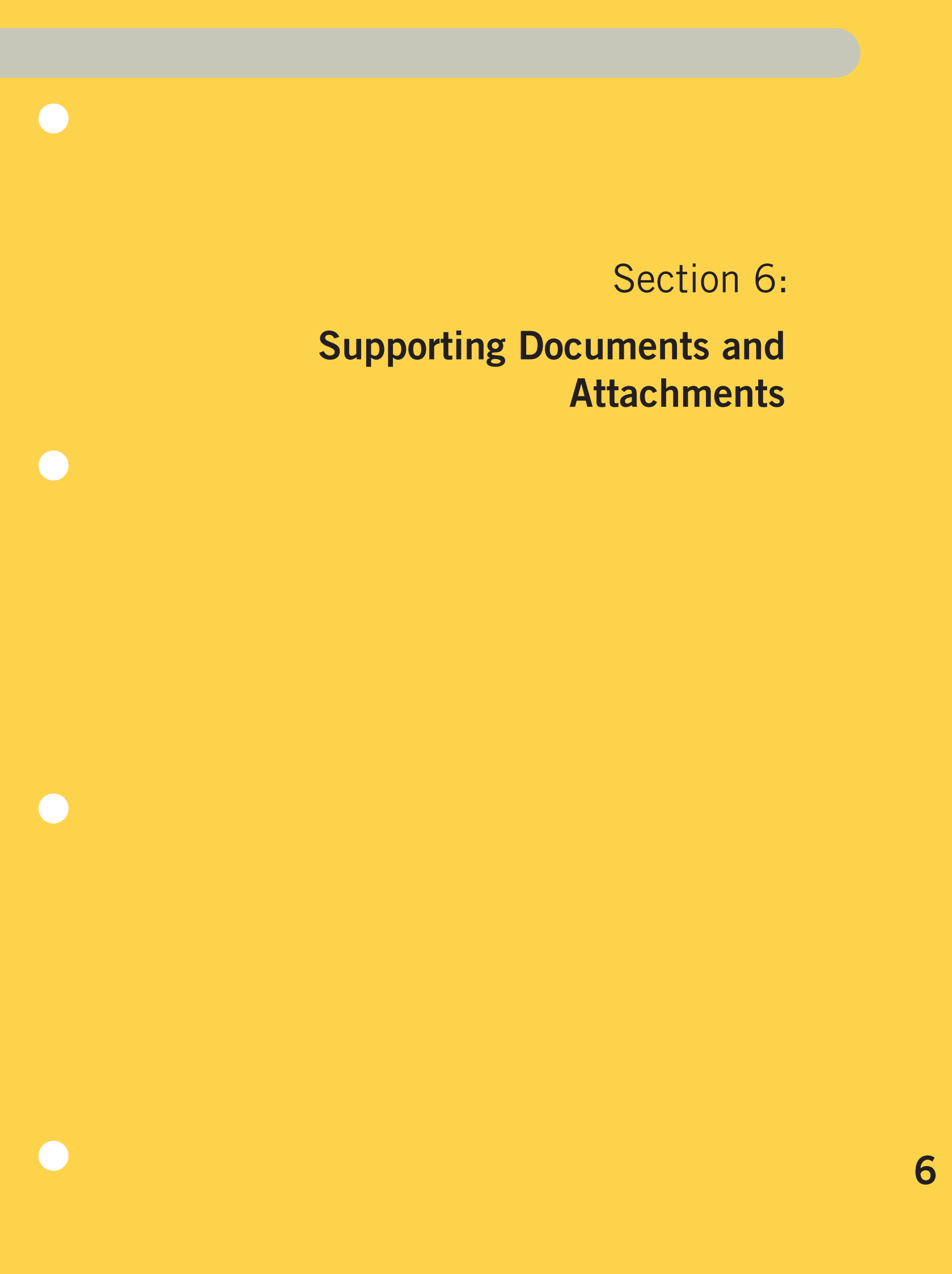
The implementation of the strategies needs to be monitored and evaluated through a plan designed within the framework document that identifies who has responsibilities.

Monitoring will be carried out to ensure that the outputs are achieved as planned, and activities conducted within the timeframe and for the relevant target groups.

Long-term follow-up will evaluate how those trained or involved in the implementation of the strategy continue to use these skills and how they influence the level of involvement in the DWCP.

(See Section 4 for more detailed information).

Attachments, with curricula and training modules will be added to this Section as they are developed.



Section 6:

Supporting Documents and Attachments

Section 6: Supporting Documents and Attachments

1. Additional Reading



A green and fair future, for a just transition to a low carbon economy

Trade Union Congress (TUC), 2008. London: Touchstone
www.tuc.org.uk/touchstone/Justtransition/greenfuture.pdf



Behind the Brand Names: Working conditions and labour rights in export processing zones, ICFTU, 2004
<http://www.icftu.org/www/PDF/EPZreportE.pdf>



Bringing Focus to ILO Country-level Contributions: Guidebook for Developing and Implement Decent Work Country Programmes Version 2, 2008
<http://www.ilo.org/public/english/bureau/program/dwcp/download/guidev2.pdf>



Considering Gender in Monitoring and Evaluations of Projects

<http://www.ilo.org/eval>
for more information (requires ILO password)
http://www.ilo.org/gender/Informationresources/lang—en/docName—WCMS_094497/index.htm



Copenhagen Declaration on Social Development

<http://www.un-documents.net/cope-dec.htm>



Country Common Assessment and United Nations Development Assistance Framework:

Guidelines for UN Country Teams on Preparing a CCA and UNDAF January 2007
<http://www.undg.org/index.cfm?P=4>



DWCP Reports

<http://www.ilo.org/public/english/bureau/program/dwcp/>



Ebrahim Patel's address at the Employment and Social Policy Committee, ILO, March 2009

http://www.ilo.org/global/What_we_do/Officialmeetings/gb/GBSessions/lang—en/docName—WCMS_GB_297_14_REV_EN/index.htm

-  **Employment and Labour Market Implications of Climate Change.** December 2009
http://www.ilo.org/global/What_we_do/Officialmeetings/gb/GBSessions/lang—en/docName—WCMS_099711/index.htm
-  **Enhancing delivery of ILO services to constituents**
 Director General's announcement IGDS Number 150 (Version 1) 13 April 2010
-  **Evaluation in the European Commission**
http://ec.europa.eu/europeaid/evaluation/methodology/guidelines/gui_en.htm
-  **Gender Equality at the heart of Decent Work,** World of Work, No. 65, Apr. 2009
http://www.ilo.org/wow/PrintEditions/lang—en/docName—WCMS_105172/index.htm
-  **Global Jobs Pact: Policy Coherence and International Coordination**
 GB.306/WP/SDG/1(Add.) Geneva
http://www.ilo.org/wcmsp5/groups/public/—ed_norm/—relconf/documents/meetingdocument/wcms_116774.pdf
-  **Glossary of Key Terms in Evaluation and Results based Management.** Development Assistance Committee Working Party on Aid Evaluation – OECD.2002
http://www.oecd.org/department/0,3355,en_2649_34435_1_1_1_1_1,00.html
-  **Green Jobs: ACTRAV policy note on green jobs**
http://www.ilo.org/actrav/what/pubs/lang—en/docName—WCMS_113731/index.htm
-  **Green Jobs: Improving the Climate for Gender Equality Too!** ILO, 2009
http://www.ilo.org/gender/Events/lang—en/docName—WCMS_101505/index.htm
-  **High-level Panel on UN System-Wide Coherence**
http://www.ilo.org/global/What_we_do/Officialmeetings/gb/GBSessions/lang—en/docName—WCMS_GB_297_WP_SDG_2_EN/index.htm
-  **ILO capacity-building strategy:** The role of the International Training Centre of the ILO Turin
 Document GB.298/PFA/14/3(Mar.2007)
http://www.ilo.org/global/What_we_do/Officialmeetings/gb/GBSessions/lang—en/docName—WCMS_GB_298_PFA_14_3_EN/index.htm
-  **ILO Circulars N. 598 and 599.** Director-General's announcements, 20/05/2004
http://www.ilo.org/intranet/edmsp1/igds/groups/circulars/documents/ilogovernance/edms_005605.pdf
http://www.ilo.org/intranet/edmsp1/igds/groups/circulars/documents/ilogovernance/edms_005606.pdf
-  **ILO Declaration on Social Justice for a Fair Globalization.** Geneva 10 June 2008
http://www.ilo.org/public/libdoc/ilo/2008/108B09_191_engl.pdf
-  **ILO Evaluation.** Geneva November 2005. Programme, Finance, Administrative Committee. GB.294/pfa/8/4
http://www.ilo.org/global/What_we_do/Officialmeetings/gb/GBSessions/lang—en/docName—WCMS_GB_297_PFA_2_1_EN/index.htm

-  **ILO Global Employment Agenda**
 For further information
http://www.ilo.org/employment/AreasOfWork/lang—en/WCMS_DOC_EMP_ARE_GEA_EN/index.htm
-  **ILO Guidelines on occupational safety and health and health management systems (ILO-OSH 2010)**
http://www.ilo.org/public/libdoc/ilo/2001/101B09_287_engl.pdf
-  **ILO Guidelines on Results-Based Evaluation. Principles, Rationale, Planning and Managing for Evaluations.** January 2010
<http://www.ilo.org/eval/EvaluationGuidance/lang—en/index.htm>
-  **ILO Multilateral Framework on Labour Migration** – non-binding principles and guidelines for a rights-based approach to labour migration
<http://www.ilo.org/public/english/protection/migrant/areas/multilateral.htm>
-  **ILO SafeWork website**
<http://www.ilo.org/safework/>
-  **Improving the Impact of International Labour Standards through Technical Cooperation** – A Practice Guide
http://www.ilo.org/global/standards/information-resources-and-publications/publications/WCMS_100381/lang—en/index.htm
-  **In Search of Decent Work, Migrant Workers' Rights.** A Manual for Trade Unionists. Stirling Smith
http://www.ilo.org/public/libdoc/ilo/2008/108B09_210_engl.pdf
-  **International Labour Conference, 91st Session, 2003.** Employment relationship conclusions
<http://www.ilo.org/ilc/ILCSessions/lang—en/index.htm>
-  **List of up to date Instruments**
<http://www.ilo.org/ilolex/english/>
-  **Looking Back, Moving Forward; Evaluation Manual.** Swedish Development Cooperation Agency. 2004
http://www.sida.se/PageFiles/3736/SIDA3753en_Looking_back.pdf
-  **Migrant Workers: Resolution concerning a fair deal for migrant workers in a global economy.** ILC, 2004
http://www.ilo.org/public/libdoc/ilo/GB/291/GB.291_3_1_engl.pdf
-  **Millennium Development Goals: Employment Indicators: including the full decent work indicator set**
http://www.ilo.org/employment/Whatwedo/Publications/lang—en/docName—WCMS_110511/index.htm
-  **Minimum wages and collective bargaining: Towards policy coherence** Global Wage Report 2008/09
http://www.ilo.org/global/What_we_do/Publications/lang—en/docName—WCMS_100790/index.htm

-  **Monitoring and Evaluation:** some tools, methods, and approaches
[http://lnweb90.worldbank.org/oed/oeddoclib.nsf/24cc3bb1f94ae11c85256808006a0046/a5efbb5d776b67d285256b1e0079c9a3/\\$FILE/MandE_tools_methods_approaches.pdf](http://lnweb90.worldbank.org/oed/oeddoclib.nsf/24cc3bb1f94ae11c85256808006a0046/a5efbb5d776b67d285256b1e0079c9a3/$FILE/MandE_tools_methods_approaches.pdf)
-  **NATLEX** Country Profiles and APPLIS, ILOLEX and LIBSYND
http://www.ilo.org/dyn/natlex/natlex_browse.home
-  **Organization for Economic Cooperation and Development, Development Assistance Committee Working Party on Aid Evaluation**
<http://www.oecd.org/dac>
-  **Plan of Action (2010–2016)** to achieve widespread ratification and effective implementation of the occupational safety and health instruments (Convention No. 155, its 2002 Protocol and Convention No. 187). ILO 2010
http://www.ilo.org/global/standards/WCMS_125616/lang—en/index.htm
-  **Project Design and Implementation Planning in the Framework of DWCPs**
 Turin, Italy, 6-10 October 2008
<http://www.itcilo.org/en>
-  **Promotion of rural employment for poverty reduction.** 97th ILC session Report, 2008
http://www.ilo.org/global/What_we_do/Officialmeetings/ilc/ILCSessions/97thSession/reports/lang—en/docName—WCMS_091721/index.htm
-  **Reorganization of ILO Field Structure**
 Circular No.2/236 of 25 March 2003
http://www.ilo.org/intranet/edmsp1/igds/groups/circulars/documents/ilogovernance/edms_005855.pdf
 Enhancing delivery of ILO services to constituents (IGDS Number 150 (Version 1))
http://www.ilo.org/intranet/edmsp1/igds/groups/dirdocs/documents/igds/igds_002522.pdf
-  **Report of the Committee on the Informal Economy. 90th Session of the International Labour Conference, June 2002**
<http://www.ilo.org/public/english/standards/relm/ilc/ilc90/pdf/pr-25.pdf>
-  **Resolutions concerning decent work and the informal economy;**
 International Labour Conference, 90th Session, 2002
http://www.ilo.org/asia/info/lang—en/docName—WCMS_098314/index.htm
-  **Results-Based Management in the ILO.** Improving the ILO's Contribution to the World of Work: A Guidebook for Applying Results-Based Management in the International Labour Organization
<http://www.ilo.org/intranet/english/bureau/program/download/pdf/rbm-g.pdf>
 Other RBM reference documents
<http://www.ilo.org/intranet/english/bureau/program/rbm/index.htm>
<http://www.ilo.org/intranet/english/bureau/pers/download/203mod.pdf>
-  **Rules of the Game, A Brief Introduction to International Labour Standards**
 Revised Edition 2009
http://www.ilo.org/global/What_we_do/Publications/lang—en/docName—WCMS_108393/index.htm

-  **Strategic Policy Framework 2010–2015 and preview of the programme and budget for 2010–11.** Making Decent Work Happen GB.303/PFA/Z Geneva 2008.
http://www.ilo.org/global/What_we_do/Officialmeetings/gb/GBSessions/lang—en/docName—WCMS_099698/index.htm
-  **Strategy for continued improvement of results-based management in the ILO** (GB.297/PFA/1/11)
http://www.ilo.org/public/libdoc/ilo/GB/297/GB.297_PFA_1_1_engl.pdf
-  **Text of the Recommendation concerning HIV and AIDS and the World of Work** Provisional Record. Ninety-ninth Session, Geneva, 2010
http://www.ilo.org/global/What_we_do/Officialmeetings/ilc/ILCSessions/98thSession/ReportsubmittedtotheConference/lang—en/docName—WCMS_123860/index.htm
-  **The Declaration of Philadelphia (1944)**
<http://www.ilo.org/public/english/bureau/inf/download/brochure/pdf/page5.pdf>
-  **The Employment Effects of Climate Change and Climate Change Responses: A Role for International Labour Standards?** L. Olsen 2009
(GURN Discussion Paper No. 12)
<http://www.gurn.info/en/discussion-papers/no12-nov09-the-employment-effects-of-climate-change-and-climate-change-responses-a-role-for-international-labour-standards>
-  **The Global Wage Report**
http://www.ilo.org/global/publications/WCMS_100786/lang—en/index.htm
-  **The Green Jobs Initiative (ITU, UNEP & ILO)**
<http://www.ilo.org/integration/themes/greenjobs/lang—fr/index.htm>
-  **The ILO Programme & Budget (2010–2011) & (2008–09)**
<http://www.ilo.org/intranet/english/bureau/program/download/pdf/10-11/pb10-11finale.pdf>
<http://www.ilo.org/intranet/english/bureau/program/download/pdf/08-09/pb.pdf>
-  **The ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy** (MNE Declaration) 2009
http://www.ilo.org/empent/Whatwedo/Publications/lang—en/docName—WCMS_094386/index.htm
-  **The Inequality Predicament**, UN. August 25, 2005
http://www.ilo.org/public/english/region/ampro/cinterfor/news/inf_05.htm
-  **The Role of Trade Unions in Workers' Education:** The Key to trade union capacity building, Background paper, International Workers' Symposium, Geneva, 8–12 October 2007
http://www.ilo.org/actrav/what/events/lang—en/docName—WCMS_112434/index.htm
-  **The Worldwatch Institute Reports**
<http://www.worldwatch.org/>
-  **Toolkit for Mainstreaming Employment and Decent Work.** High Level committee on Programmes – Chief Executives Board for Coordination. 2207.
<http://www.ilo.org/public/english/bureau/dgo/selecdoc/2008/toolkit.pdf>

**Tripartism and Social Dialogue**

For further information

http://www.ilo.org/global/Themes/Workers_and_Employers_Organizations/lang—en/index.htm

**UN Reform and Workers' Organizations.** ILO 2008 Bureau for Workers Activities

http://www.ilo.org/actrav/areas/lang—en/WCMS_DOC_ATR_ARE_UN_EN/index.htm

2. Glossary

ACT/EMP	ILO's Bureau of Employers' Activities	GLU	Global Labour University
ACTRAV	ILO's Bureau for Workers' Activities	GURN	Global Union Research Network
CEB	Chief Executives Board for Coordination	IFI	International Financial Institution
CLS	Core Labour Standards	ILO	International Labour Organization
CO	Country Office	ILC	International Labour Conference
CP	Country Programmes	ILS	International Labour Standards
CPO	Country Programme Outcome	IMF	International Monetary Fund
D-G	Director- General of the ILO	IOE	International Organization of Employers
DW	Decent Work	ITC	International Turin Training Centre
DWA	Decent Work Agenda	ITUC	International Trade Union Confederation
DWCP	Decent Work Country Programme		
DWT	Decent Work Team		
EPZ	Export Processing Zones	LDC	Least Developed Country
FAO	Food and Agricultural Organization	LED	Local Economic Development
FOA	Freedom of Association	LFA	Logical Framework Approach
GB	Governing Body	MDG	Millennium Development Goal or Goals
GDP	Gross Domestic Product	MNE	MultiNational Enterprise
GEC	Global Economic Council	NGO	Non-governmental Organization
GJP	Global Jobs Pact		

OBW	Outcome Based Workplan	TOR	Terms of Reference
ODA	Overseas Development Assistance		
OECD/DAC	Organization for Economic Cooperation and Development/ Development Assistance Committee	UN	United Nations
		UNDAF	United Nations Development Assistance Frameworks
OSH	Occupational Safety and Health	UNDG	United Nations Development Group
P&B	Programme & Budget	UNDP	United Nations Development Programme
PMF	Performance Management Framework	UNEP	United Nations Environment Programme
PRSP/PRS	Poverty Reduction Strategy Paper/ Poverty Reduction Strategy	UNESCO	United Nations Educational, Scientific and Cultural Organization
RBM	Results-Based Management		
RBSA	Regular Budgetary Supplementary Account	WB	World Bank
RO	Regional Office	WHO	World Health Organization
		WTO	World Trade Organization
SJD	Social Justice Declaration		
SPF	Strategic Policy Framework		

Decent Work Country Programmes: Development Status 2010

Africa

Approved DWCP final document:

- | | |
|----------------|------------|
| • Burkina Faso | • Nigeria |
| • Ghana | • Senegal |
| • Kenya | • Tanzania |
| • Lesotho | • Uganda |
| • Mali | • Zambia |

Draft DWCP document (or in drafting process):

- | | |
|------------|---------------|
| • Algeria | • Ethiopia |
| • Botswana | • Guinea |
| • Burundi | • Ivory Coast |
| • Cameroon | • Madagascar |
| • Comoros | • Mauritius |
| • Djibouti | • Morocco |
| • Egypt | |

Preparatory phase:

- | | |
|--------------------------------|----------------|
| • Angola | • Mozambique |
| • Benin | • Namibia |
| • Cape Verde | • Niger |
| • Central Africa | • Rwanda |
| • Chad | • Sao Tome |
| • Congo | • Seychelles |
| • Democratic Republic of Congo | • Sierra Leone |
| • Equatorial Guinea | • Somalia |
| • Eritrea | • Somaliland |
| • Gabon | • South Africa |
| • Gambia | • Sudan |
| • Liberia | • Swaziland |
| • Libya | • Togo |
| • Malawi | • Tunisia |
| • Mauritania | |

Main Priorities

- ▶ Job creation
- ▶ Youth employment
- ▶ Social security
- ▶ Combating HIV/AIDS
- ▶ Strengthening capacity of constituents
- ▶ Elimination of the worst forms of child labour
- ▶ Social dialogue
- ▶ Gender equality.

Arab States

Approved DWCP final document:

- Jordan
- Syria
- Yemen

Draft DWCP document (or in drafting process):

- Bahrain
- Oman

Preparatory phase:

- Iraq
- Kuwait
- Lebanon
- Palestine
- Qatar
- United Arab Emirates

Main Priorities

- ▶ Tackling unemployment through the development of employment policies integrating women and youth, the informal economy and application of effective labour market information tools;
- ▶ Entrepreneurship development for economic re-vitalisation and job creation;
- ▶ Improving institutional capacity for labour administration and to ensure employers' compliance with International Labour Standards, particularly regarding migrant workers;
- ▶ Creating a more conducive environment for social dialogue;
- ▶ Improving social security systems, and institutional capacity for the protection of the most vulnerable workers.

Asia & Pacific

Approved DWCP final document:

- Bangladesh
- China
- Indonesia
- Mongolia
- Nepal
- Pakistan
- Sri Lanka

Draft DWCP document (or in drafting process):

- Cambodia
- East Timor
- India
- Laos
- Papua New Guinea
- Philippines
- Thailand
- Vietnam

Preparatory phase:

- Afghanistan
- Brunei Darussalam
- Fiji
- Iran
- Kiribati
- Malaysia
- Marshall Islands
- Samoa
- Solomon Islands
- Vanuatu

Main Priorities

- ▶ Competitiveness, productivity and jobs
- ▶ Labour market governance
- ▶ Extending social protection
- ▶ Eliminating child labour, creating opportunities for young people
- ▶ Improved management of labour migration.

The Americas

Approved DWCP final document:

- | | |
|----------------------|---|
| • Argentina | • Honduras |
| • Bahamas | • Nicaragua |
| • Bolivia | • Panama |
| • Chile | • Paraguay |
| • Dominican Republic | • Uruguay (without trade unions' involvement) |
| • El Salvador | |

Draft DWCP document (or in drafting process):

- | | |
|--------------|----------|
| • Colombia | • Mexico |
| • Costa Rica | • Peru |
| • Ecuador | |

Preparatory phase:

- | | |
|------------|-----------------------|
| • Barbados | • Jamaica |
| • Belize | • Netherlands Islands |
| • Brazil | • Trinidad and Tobago |
| • Cuba | |

Main Priorities

- ▶ Promote the effective accomplishment and application of the international labour standards
- ▶ Promote social dialogue and tripartism
- ▶ Contribute to the formulation of labour policies promoting men and women opportunities and decent income
- ▶ Strengthen social protection programmes and policies.

To include:

- Promotion of youth employment
- Elimination of child labour
- Elimination of forced labour and human trafficking
- Reduction of accidents and illness at work
- Effective application of the fundamental Conventions with priority in a broader social dialogue and international standards framework
- Programmes for work development, micro and small enterprises and cooperatives
- Coverage and affiliation extension of social security
- Strengthening of the social actors
- Freedom of Association and Collective Bargaining.

Europe

Approved DWCP final document:

- Armenia
- Azerbaijan
- Kazakhstan
- Kyrgyzstan
- Serbia

Draft DWCP document (or in drafting process):

- Albania
- Bosnia and Herzegovina
- Moldova
- Romania
- Tajikistan
- Ukraine

Preparatory phase:

- Macedonia
- Russia signed a Programme of Cooperation for 2006-2009
- Turkey

Main Priorities

- ▶ Strengthening national employment and labour market policies for providing more and better jobs;
- ▶ Strengthening social dialogue and capacity of social partners;
- ▶ Promoting social protection systems (social security schemes, OSH, labour inspection);
- ▶ Promoting rights at work, alignment of national legislation on ILS (and EC law) and better law enforcement;
- ▶ Combating the informal economy.

Decent Work Country Programmes: Quality Assurance Mechanism

The results-based management methodology used in the formulation of the project enables all partners - the tripartite constituents, other partners, the ILO and the donor - to plan, appraise, monitor and evaluate activities within an overall and clearly agreed framework and plan. It also ensures that intended results are clearly defined in advance; appropriate and accountable managerial arrangements are in place; and each proposal has been independently appraised before implementation start-up.

Appraisal

Appraisal (or quality control) is the analytical review of project design and formulation. It ensures that projects are of a high design and technical standard and are consistent with the ILO's objectives and priorities, DWCPs, national development strategies and frameworks, and donor criteria, prior to being submitted to a donor for extra-budgetary funding. All project proposals are appraised. Appraisal is the basis for the approval of projects. The criteria for appraisal are set out in the Appraisal checklist, and should be consistently applied. When the proposal meets the necessary quality standard, it is submitted to a donor for funding.

General comments

Following CABINET's Minute of 2 March 2007 to Regional Directors, each Region established its DWCP Regional Support Group comprising 16 representatives from the Regional Office, the four sectors, GENDER, INTEGRATION, ITC TURIN, PARDEV, EVAL and PROGRAM. PROGRAM received constructive comments and suggestions from group members during the initial implementation of this new mechanism.

- ▶ ACTRAV and ACT/EMP raised the issue of lack of, or no adequate involvement, of their Specialists and the social partners in the process of DWCP development.
- ▶ DIALOGUE commented on the need for more information on how tripartite partners were involved in the development process - whether they were only consulted, or whether there was a genuine social dialogue. It is important to provide support to social partners in this process so that they have increased capacity to effectively engage in determining priorities based on decent work deficits and their own needs.
- ▶ NORMES suggested the need to involve Standards Specialists before drafting DWCPs, including advising constituents of standards-related issues. In addition, in areas of international labour standards, reference to the comments of the Committee of Experts should be made implicit.
- ▶ SRO-Budapest commented on the often changing political situation and the need to ensure participation of tripartite constituents and technical

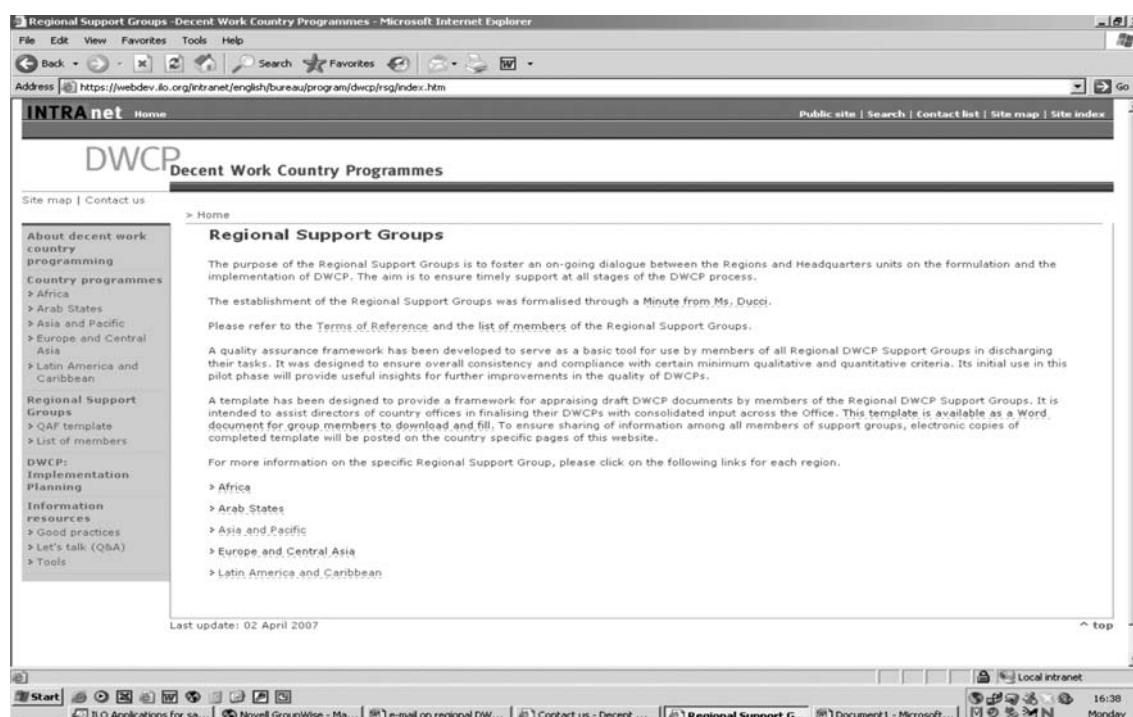
specialists. These factors result in the increase of time to develop and finalise DWCPs.

- ▶ Information on social security is generally poor in DWCP documents.
- ▶ DWCPs should mainstream gender dimensions throughout country priorities and outcomes. Gender-sensitive analysis should be used to specify how women and men are affected.
- ▶ The new guidelines in the DWCP handbook should better define the roles and responsibilities of different partners in the formulation of DWCPs. This should help improve the quality of DWCPs. The guidebook should also include examples of good practices and indicate the participation of ILO units and partners at the different stages of the formulation process.
- ▶ CODEV suggested that implementation plans and resource information be included in DWCPs so that the documents can be shared meaningfully with donors for the purpose of resource mobilisation.
- ▶ DWCP documents should explain more explicitly the hierarchical relationships between different programming frameworks (UNDAFs and PRSPs) and how DWCP outcomes contribute to UNDAF results-matrix.

Figure 1 - ILO's DWCP Website

This section of the Regional Support Group page, accessible by clicking on the section title, provides information on the purpose of the Regional Support Groups, with five links to:

- (i) The Minute of 2 March 2007 from Ms Ducci;
- (ii) The terms of reference of the Regional Support Groups;
- (iii) The list of Regional Support Groups' members;
- (iv) The Quality Assurance Framework (QAF) template for appraising DWCP documents; and the links to each Region's page.



Figures 2 and 3: Regional Support Group Webpages

Figures 2 and 3 give an overview of Regional specific pages which are accessible by clicking on the Region's name. The QAF template can also be downloaded into a Word document from here. Three types of information are posted on the body of the page, namely:

- (i) a list of countries for which DWCPs are currently being appraised;
- (ii) a list of Regional Support Group members; and
- (iii) a list of DWCPs which have been already been appraised.

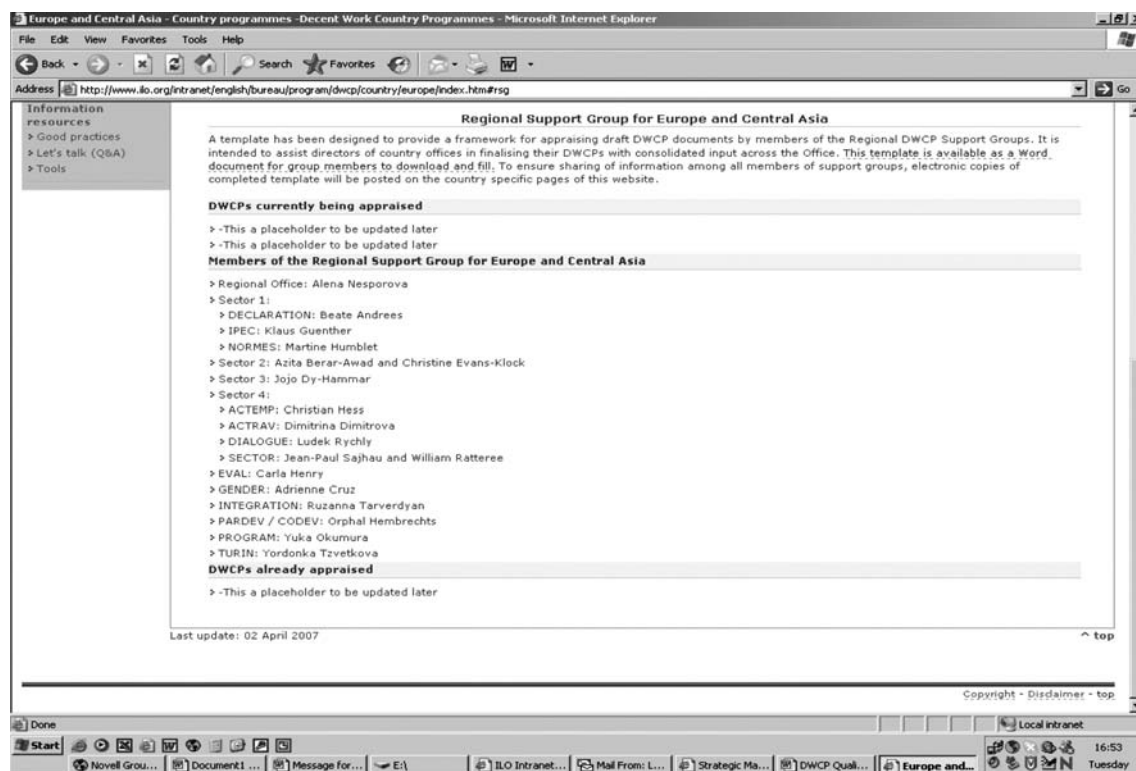


Figure 3: Regional Support Group Webpage

Figure 3 demonstrates a case when there are already DWCPs under the appraisal process. The Regional Office for Africa has indicated that they are ready to start with two countries, Ethiopia and Mali. Completed templates submitted by Regional Group members can be viewed by clicking on the country title.

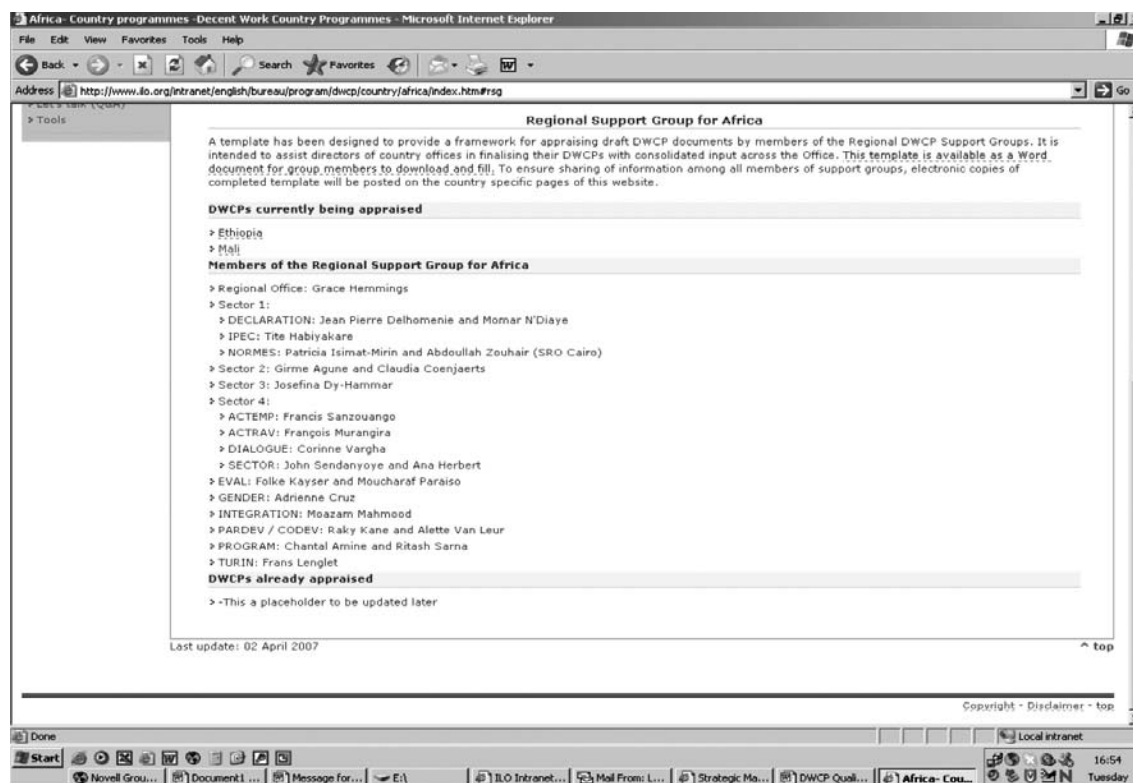
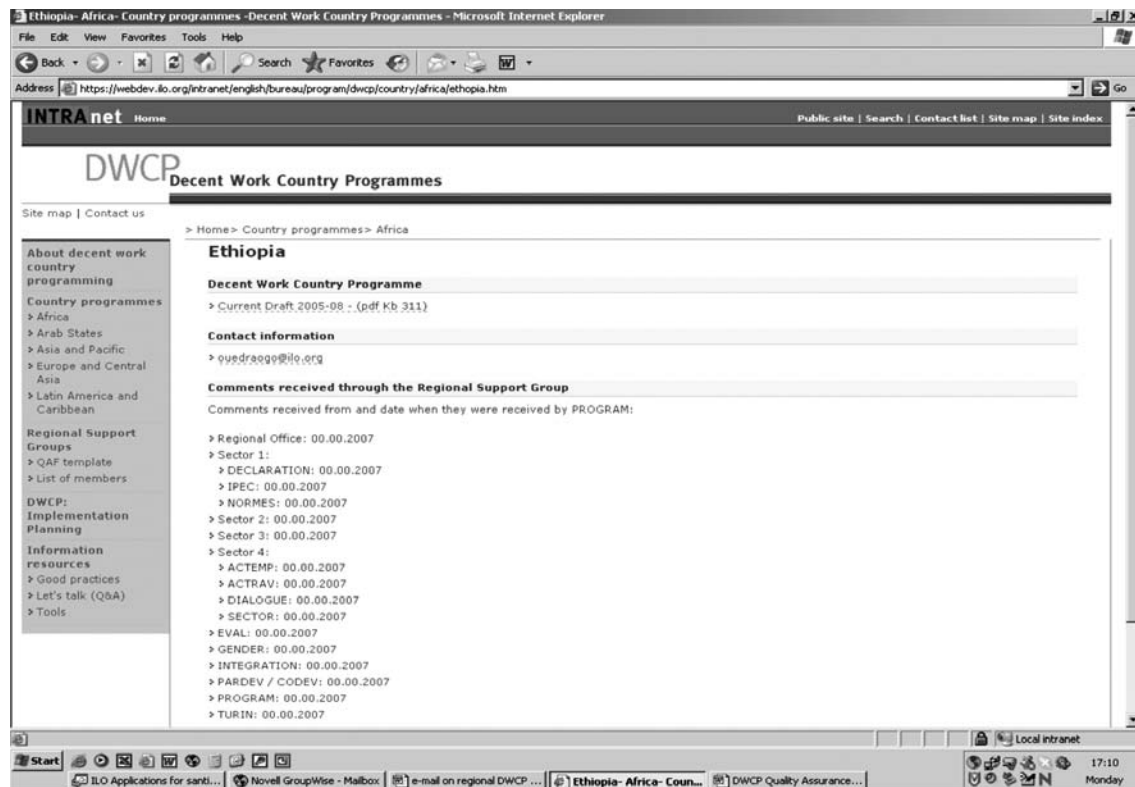


Figure 4: Country Page



Provisions covered by selected ILO Standards concerning OSH

Legend: C – Provision found in Convention R – Provision found in Recommendation
B – Provision found in both Convention and Recommendation

	General Standards					Protection against specific risks					Specific sectors			
Convention No. Recommendation No.	81	97	155 164	161 171	187 197	139 147	148 156	162 172	170 177	174 181	120 120	167 175	176 183	184 192
Provisions	Labour inspection	Workers Health	General OSH	Health services	Promotional Framework	Cancer	Working environment	Asbestos	Chemicals	Hazard Installations	Hygiene Commerce, Offices	Construction	Mines	Agriculture
National Framework														
National OSH Policy			C	B	B				C	B			C	C
National OSH system					B									
National OSH programme					B									
National OSH profile					R									
National preventative safety culture					B									
International cooperation and exchange of information	B				R				B					
Consultation on Policy			C	C	B	C	C		C	C			C	
Periodic Review			B	B	B	R		C	C	C		C	C	C
Scope of application														
Branches of Economic Activity	B		B	C	B		B	C	C	C	B	B	B	B
Occupational hazards	B	R	B		B	B	B	B	B	B	B	B	B	B
Specific Categories of Workers			R	B	R		R	B	B			C		B
Gender Specific					R				R				R	B

	General Standards					Protection against specific risks					Specific sectors			
Convention No. Recommendation No.	81	97	155 164	161 171	187 197	139 147	148 156	162 172	170 177	174 181	120 120	167 175	176 183	184 192
Provisions	Labour inspection	Workers Health	General OSH	Health services	Promotional Framework	Cancer	Working environment	Asbestos	Chemicals	Hazard Installations	Hygiene Commerce, Offices	Construction	Mines	Agriculture
Preventive and protective measures														
Risk identification and assessment			C	B	B	B	B	R	C	C		R	C	B
Prohibition, limitation, notification, authorization, replacement or other measures of control			B			B	B	B	C	C	C	B	B	
Surveillance and monitoring and exposure limits		R		B	B	B	B	B	B				R	R
Classification and labelling			R		R				B			R		B
Safe methods for the handling, collection, recycling, storage and disposal of hazardous substances		R	R		R	R		B	B		R	B	R	B
Personal protective equipment		R	B	C	R		C	B	C	C	C	B	B	R
Organizational frameworks, mechanisms and measures														
Competent authorities	B		B		B								C	C
Inspection systems	B		B		B	B	C	B		C	B	C	B	B
Occupational health services			R	B	B									R
Health surveillance, medical examinations, first aid and emergency preparedness and treatment		R	B	B	B	B	B	B	B		B	B	B	R
Consultation, cooperation and coordination	B	R	B	B	B	R	B	B	B	C	R	B	B	B
Studies and research	B	R	B	R	B		B	R			R		R	
Information, education, qualifications, training and advice	B	R	B	B	B	B	B	B	B	C	R	R	B	B
Recording, notification, investigation, and compilation of statistics	B	R	B	B	R	R	R	B	B	C		B	B	B
Systems management					R									

	General Standards					Protection against specific risks					Specific sectors			
Convention No. Recommendation No.	81	97	155 164	161 171	187 197	139 147	148 156	162 172	170 177	174 181	120 120	167 175	176 183	184 192
Provisions	Labour inspection	Workers Health	General OSH	Health services	Promotional Framework	Cancer	Working environment	Asbestos	Chemicals	Hazard Installations	Hygiene Commerce, Offices	Construction	Mines	Agriculture
Powers, responsibilities and rights														
Enforcement	B		C		B		C	C	C	C	R	C	C	C
Employer Responsibilities			B	R	B		C	B	C	C	R	B	B	C
Worker rights and responsibilities		R	B	B	B		B	B	B	C		B	B	C
Rights and responsibilities of workers' representatives			B	B	B		B	C	B	C		C	B	C
Responsibilities of designers, producers, importers and suppliers			C					B	B			B	R	C

Decent Work in Rural Areas: Strategic Objectives and Policy Guidelines for Addressing Decent Work Deficits

1. Employment: Generate more and better jobs through sustainable growth in rural areas

- ▶ Promote growth in rural areas that is economically, socially and environmentally sustainable
- ▶ Promote an environment conducive for sustainable enterprises in rural areas (farm and off-farm)
- ▶ Improve small farmers' access to market opportunities by supporting their participation in national and global value chains
- ▶ Increase non-farm rural employment opportunities
- ▶ Make rural employment more attractive to young people
- ▶ Attract private investment into rural areas
- ▶ Increase investment in public goods and services in rural areas and reverse its declining trend (infrastructure, education, health, water and sanitation)
- ▶ Provide better access to education and skills upgrading in rural areas
- ▶ Increase the breadth and depth of financial services in rural areas
- ▶ Improve equity, efficiency and social inclusion through appropriate taxation
- ▶ Promote access to land and its productive use, via agrarian reform, the promotion of land rental markets and services to small farmers
- ▶ Promote minimum wage-fixing for agricultural activities and avoid policies that promote falling agricultural earnings
- ▶ Use territorial approaches to promote rural employment and poverty reduction.

2. Social protection: Extend coverage in rural areas

- ▶ Improve the design and governance of social security programmes, in particular in low-income countries, for efficient delivery of adequate benefits
- ▶ Increase access to, and utilisation of, basic services (schools, health care, child care) in rural areas by investing in the supply of services (for example, infrastructure and staff) and by using cash transfers and/or insurance mechanisms to increase the demand for services

- ▶ Provide income security for poor people in old age, invalidity and survivors through social pensions
- ▶ Guarantee access in rural areas to basic means tests and self-targeting social assistance for the poor and unemployed in active age
- ▶ Foster policy integration at national and local levels to achieve synergies between social security, employment and other social policies to enhance social inclusion
- ▶ Promote the inclusion of the agricultural sector in national OSH policies and programmes and in awareness-raising activities aimed at promoting a preventative safety culture
- ▶ Introduce low-cost, simple measures to identify and address the occupational health and safety hazards in rural communities
- ▶ Explore the possibility of adopting minimum wage policies, set at adequate levels and that can be effectively enforced, to help protect the most at-risk workers and combat gender discrimination in pay at the bottom end of the pay scale
- ▶ Promote a more equal division of paid and unpaid work between men and women, in particular through childcare arrangements, to strengthen the social and economic security of families.

3. International labour standards: Close the gap for rural workers

- ▶ Respect, promote and realize:
- ▶ Freedom of association and effective recognition of the right to collective bargaining
- ▶ The elimination of all forms of forced or compulsory labour
- ▶ The effective abolition of child labour
- ▶ The elimination of discrimination in respect of employment and occupation.
- ▶ Increase the ratification and effective implementation of fundamental Conventions and other relevant labour standards, including those related to safety and health, labour inspection and social security
- ▶ Ensure that rural workers and, in particular agricultural workers, are covered under national laws and regulations as well as in practice
- ▶ Ensure that the rights of particularly vulnerable groups of rural workers are protected, such as migrant workers and indigenous peoples.

4. **Social dialogue: Promote better governance, empowerment and institutions**

- ▶ Ensure explicit inclusion of rural issues in the key national policy frameworks, including employment policy
- ▶ Promote tripartite social dialogue and consultation at national and local levels
- ▶ Strengthen State institutions and the rule of law in rural areas, particularly in conflict affected regions
- ▶ Promote effective and equitable labour-market governance in rural areas by strengthening the system of labour administration and ensuring that labour inspection provides effective protection in law and practice
- ▶ Improve the quality, effectiveness and efficiency of local administrations and public service delivery
- ▶ Increase the outreach and engagement of social partners in rural areas
- ▶ Strengthen processes of empowerment and organisation and the institutions for voice and representation
- ▶ Promote effective policy coordination and coherence at the national, local and international levels.