EC/ILO MAP Project: Report of the final conference

Brussels, 18-19 November 2013

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ILO/EC Project
“Monitoring and Assessing Progress on Decent Work (MAP)”

Report of the final conference

18-19 November 2013
Brussels, Belgium

This document had been prepared by the International Labour Office with funding from the European Union under the ILO/EC Project “Monitoring and Assessing Progress on Decent Work”

International Labour Office
Geneva
Preface

Decent work is central to efforts to reduce poverty and is a means of achieving equitable, inclusive and sustainable development. It involves opportunities for work that is productive and delivers a fair income, provides security in the workplace and social protection for workers and their families, and gives people the freedom to express their concerns and to organize and participate in decisions that affect their lives.

Monitoring and assessing progress towards decent work at the country level is a major concern of the ILO and its constituents as well as of the European Union. In September 2008 the ILO convened an international Tripartite Meeting of Experts (TME) on the Measurement of Decent Work which resulted in the adoption of a framework for developing Decent Work Indicators that was presented to the 18th International Conference of Labour Statisticians in December 2008. The EU endorsed the Decent Work agenda in its 2006 Communication “Promoting decent work for all - The EU contribution to the implementation of the Decent Work Agenda in the world” and refers to it in a number of documents, including the European Consensus on Development and the European Commission's Agenda for Change.

The ILO-EC joint project Monitoring and Assessing Progress on Decent Work (MAP) (2009–2013), funded by the European Union, works with government agencies and employers’ and workers’ organizations to strengthen their capacity to self-monitor and self-assess progress towards decent work in their own countries. The MAP project has supported nine countries in collecting data and identifying and compiling decent work indicators. The indicators form the basis of a Decent Work Country Profile, which analyses all aspects of decent work in an integrated approach to boost social dialogue, inform national policy-making on decent work and help policy coherence. The project also provides guidelines and tools for a global methodology on measuring and assessing progress on decent work at the national level.

The global conference was a forum to present and discuss the main results of the MAP project and validate the methodology developed from experience in the pilot countries and the feedback from regional events.

The conference examined the targets and indicators in the context of a broad discussion of the role of employment and decent work in development, with special focus on the impact of the on-going debate on the design and formulation of the global development agenda beyond 2015. It thus looked at future steps in mainstreaming the methodology in countries implementing decent work country programmes (DWCP) and willing to set targets and monitor progress as part of their national policies and programmes.

The conference also sought to raise global awareness on measuring decent work and to explore linkages and possible synergies with regional efforts to measuring and monitoring decent work (such as the European initiative on measuring the quality of employment).

Participants included representatives of selected MAP countries, representatives of key regional institutions and international agencies, ILO and EC officers, experts from the ITUC, IOE and academic circles.

The two-day conference was organized in three parts:

*Part 1. High-level development oriented general debate*

The general debate looked at the growing recognition of the role of employment and decent work in development and the importance of a solid methodology to measure and monitor progress. The outputs of the MAP project can be useful in the current discussions on the post-
2015 global development agenda (interventions of the EC, the ILO and the High-level Panel on the 2015-post agenda).

Part 2. Main results of MAP, best practices and global methodology

The second part of the conference focused on the main outcomes of the MAP project and the global methodology. Participants from the MAP countries presented the key lessons they had learnt and best practices they had employed, as well as the methodological tools for monitoring and assessing progress on decent work that were developed under the MAP project.

These methodological tools include:

- A manual on the global methodology for monitoring and assessing progress on decent work
  The manual describes the approach developed under the MAP project to apply the ILO framework on the measurement of decent work at the national level to monitoring and assessing progress in a sustainable way and to establishing linkages to policy-making. The manual was developed from lessons learnt and best practices in the pilot countries.

- (ii) Manual on decent work indicators (concepts and definitions)
  This manual is intended as a pragmatic tool to provide a basic understanding of how to define and interpret statistical and legal framework decent work indicators. It aims to support national partners (both users and producers of statistical and legal framework decent work indicators) in collecting, compiling and analysing data. The manual seeks to provide countries with guidance on DWIs and to promote international comparability and coherence in concepts and methods.

- (iii) Guidelines on assessing progress towards decent work at the national level
  The guidelines are designed to support national partners in analysing decent work indicators in an integrated manner and in producing comprehensive national assessments (i.e., Decent Work Country Profiles) on a regular basis.

- (iv) Toolkit on mainstreaming decent work in the EC's development cooperation

Part 3. Next steps for sustainability: Regional support to national actions on the measurement and monitoring of decent work

A round-table discussion was held to consider the next steps to be taken to facilitate sustainability at the national and regional level, including: action by regional institutions; links to national policies and programmes on decent work; ways and means of replicating the global methodology in Africa, Asia, Europe and Latin America. The discussion also explored further steps and regional initiatives measure and monitor decent work in these four regions.

There has been growing interest in the matter of targets and indicators in connection with the post-2015 debate. The Report of the High-Level Panel of Eminent Persons on the Post-2015 development agenda (A new global partnership: Eradicate poverty and transform economies through sustainable development, May, 2013) has recently suggested that the effort to “transform economies for jobs and inclusive growth” should be a key elements of the new agenda, and it has proposed a global goal of job creation, sustainable livelihood and equitable growth that would embrace four targets linking global aspirations with national development priorities and circumstances. The ILO has reviewed the options for measuring progress in jobs and livelihoods based on the availability of indicators on employment, the quality of jobs, income inequality, social protection, working poverty, vulnerability and insecurity at
work and has pointed to the need for significant investment in data collection and dissemination (see ILO Concept Note 2 for the post-2015 development agenda: Jobs and livelihoods: Meaningful ways to set targets and monitor progress). The global conference looked at these issues from the standpoint of the MAP countries’ experience, especially with respect to their participatory approach and sustainability mechanisms. Finally, the statistical framework for measuring the quality of employment developed by the group of experts (with the participation of Eurostat and Eurofound) was presented and discussed in line with the ILO methodology for measuring decent work.

The conference was attended by representatives of selected MAP countries, guests from regional institutions (EUROFUND, EUROSTAT, the European Expert Group on Measuring Quality of Employment, MERCOSUR, the African Union, ASEAN, UNESCAP, academic institutions and multilateral and bilateral institutions (United Nations agencies, permanent missions in Brussels), IOE, ITUC, ILO and European Commission experts.
Introduction

The Final Conference on the MAP project aimed to share the results of the EC-ILO joint project “Assessing and Monitoring Progress on Decent Work” (MAP, 2009-2013) covering nine developing countries (Bangladesh, Brazil, Cambodia, Indonesia, Niger, Peru, the Philippines, the Ukraine and Zambia) and to discuss regional and global perspectives on monitoring decent work. The main objective of the MAP project had been to strengthen national capacities in monitoring and assessing progress towards decent work and develop a global methodology.

The Conference was organized in three sessions:1

Session 1. Employment, decent work and development (high-level session)

Session 2. The MAP project: Main results and global methodology for monitoring and assessing progress on decent work

Session 3. Next steps for sustainability: Regional support to national actions on the measurement and monitoring of decent work

1 More information can be found in the presentations, available on the ILO/MAP website: www.ilo.org/map
Opening remarks

Mr Nicholas Taylor (Head of Section, Employment, Social Inclusion and Migration, DG Development and Cooperation (DG DEVCO), European Commission) opened the Final Conference of the MAP project. The Conference was being held to share the results of ILO/EC MAP project which started in 2009 and would be closing at the end of 2013. He recalled that the project had been funded by the European Union (EU) under the programme on “Investing in people” and had been jointly implemented with the ILO in close cooperation with national authorities, in particular Ministries of Labour and national statistics offices, workers’ and employers’ organizations and research institutions. He explained that the MAP project aimed at strengthening the capacity of nine countries to monitor and assess progress towards decent work achieved at the national level. The global methodology developed under the project had already been employed in regional activities and deserved to be widely disseminated.

Mr Taylor explained that the knowledge accrued from the project was important for DEVCO's strategic framework on employment and for the efforts of the European Commission (EC) to promote more and better employment through development cooperation, in particular by strengthening social dialogue and improving the employment, employability and productivity of workers in developing countries. This work by the EC was closely linked to the core mandate of the ILO.

In his view the Conference was particularly timely in that it fed into the EU's 2014-20 programming exercise, particularly its efforts to integrate employment aspects more effectively in key sectors of development cooperation, including budget support operations. It would also foster a deepening of strategic cooperation between the ILO and the EU and help to promote a coherent global agenda. He wanted the Conference to focus on the next steps that were necessary to support the Decent Work Agenda: how to operationalize the conclusions of the project in other countries and how to link international normative commitments with the action by the EU partner countries in their national context. In this regard, the existence of a coherent ILO and EC global agenda was a welcome asset.

Finally, he drew attention to the role that employment in EU development cooperation in the context of the post-2015 global development agenda could play in supporting inclusive and sustainable growth, so as to respond to the world job crisis and to the increasing manifestations of inequality and marginalization in many parts of the world.

Mr Stephen Pursey (Director, Multilateral Relations Department, ILO) recalled the origins of the concept of “decent work” that was introduced by the ILO former Director General, Mr Somaviva, in 1999, whereby he sought to promote the ILO's agenda and mandate in every country, especially the developing countries. Work was essential for everyone, irrespective of each country’s level of development, and everyone strives to earn a living, respect and dignity. The word “work” was chosen to make sure that the informal employment would be included. The concept of “decent” was relative; it was a subjective goal whose shifting target was intended for continuous improvement. There was no ceiling, a feature that made the concept difficult for statisticians to measure. The tripartite expert meeting that was held in September 2008 constituted a breakthrough in this respect, as it adopted a list of indicators for 10 aspects of decent work to be used by ILO constituents as a measurement framework. It combined quantitative statistical indicators with textual information capturing national law and practice relevant to the 10 elements of decent work. The ILO Governing Body asked the International Labour Office to support a pilot test of the approach adopted, and work accordingly began on decent work country profiles (DWCPs) in five different regions. The inclusion of an EU member, Austria, among the pilot countries showed that it was equally relevant to developed countries and developing countries. The MAP project itself, on which preliminary discussions had started with European Commissioner Peter Mandelson as early as 2005, became operational in 2009 following the meeting of experts.
The speaker pointed out that the idea of decent work was closely allied with the values of the EU, which made the partnership all the more significant, as one of the motivations behind it was that decent work was relevant both inside the European Union and for the EU's development cooperation. Furthermore, the United Nations took on board the concept of “full and productive employment and decent work for all” in the 2005 MDG Review (Goal 1B of the MDGs), thus making it a common platform for the EC and its partners. Five years on, the debate on a post-2015 framework already was in full swing, and the lessons learned from the MAP project had already demonstrated their usefulness in the pursuit of the Post-2015 Development Agenda.

He concluded by drawing attention to the importance of the ILO's engagement with its tripartite constituency, thereby creating a common understanding before moving on to examine what was to be done to meet the various challenges identified. The Final Conference of the MAP project was tripartite, including as it did representatives of employers, trade unions and Governments as well as statistical and other institutions. The way the ILO's tripartite constituency had rallied to its call was especially important for the MAP project's success.

Mr Rafael Diez de Medina (Director, Department of Statistics, ILO) pointed out that, when the concept was developed in 2000, attempts to measure decent work had started with extensive methodological work on how to ground the Decent Work Agenda in mutually agreed metric terms. The framework decided upon called for enhancing countries' capability to understand the four dimensions of the Decent Work Agenda fully understand and to bring to bear all the tools and policies at their command.

The MAP project contributed greatly to improving the system of measurement through the use of indicators. This was useful not only for the nine countries covered by the project but in their respective regions as well, with which the knowledge gained and the lessons learnt on how to strengthen their data production capability was shared. An additional benefit was that the project often fostered a more constructive exchange between national statistical offices and Ministries of Labour.

Proof of the relevance of the ILO's support had been apparent at the International Conference of Labour Statisticians (ICLS) hosted by the Organization in October 2013, when many of the pilot countries and countries that benefitted indirectly from the project were able to share their experience. The ICLS was witness to the fact that the MAP project had made a difference, and it endorsed the preparation of supporting material, such as a manual on decent work indicators. The latest version of the manual contained an exhaustive description of how countries could, against established benchmarks, monitor their progress in complying with the Decent Work Agenda.

In conclusion, the speaker referred to the experience of Brazil, where a significant multiplier effect had been achieved by making the decent work indicators an integral part of a national monitoring system that went all the way down to the regional and the municipal level so as to ensure that all the relevant parties were involved. More countries should have the opportunity to benefit from Brazil's positive experience.

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Session 1: Employment, decent work and development (high-level session)

The Chairperson (Mr Diez de Medina) said that a special sitting of the International Conference of Labour Statisticians in October 2013 had been devoted to a discussion of activities to be undertaken under the post-2015 development agenda. These activities were of great interest to the 250-odd statisticians from 110 countries, who were seeking to translate the different labour market indicators that existed into standardized indicators for the post-2015 period. The discussion had been especially interesting in that it focused very largely on the ILO's decent work indicators. Most of the participants already had some knowledge of the MAP project, and the possibility was immediately raised of capitalizing on the experience already acquired in several countries and basing the prospective indicators on the decent work framework.

New indicators drawn from the existing knowledge base created by that framework should be defined in such a way that they could be analysed as a whole. Several concrete ideas were suggested for prospective indicators that could be introduced by many more than the limited number of countries covered by the MAP project. In the course of a lively tripartite debate, some concern was voiced regarding the need for continuous ILO support and for its sustainability. In order to move forward, it was essential to examine exactly how the decent work indicators were to be developed and monitored in future, as it was clear that the countries involved in the post-2015 agenda would want to have "ownership" of the process as it related to their circumstances, so as to avoid the top-down approach from which their pursuit of the Millennium Development Goals (MDGs) may sometimes had suffered. Even the best of goals were illusory unless the proper measurement tools were available in all the countries seeking to achieve them. The present Conference provided an excellent opportunity to discuss the issue.

Employment and decent work in the EC development strategy

Mr Klaus Rudischhauser (Deputy Director-General, Sectoral and Thematic Directorates, European Commission) said that the EC was very pleased with its excellent cooperation and high-level dialogue with the ILO, of which the MAP project was eloquent proof, and was keen to build on their future collaboration. The present Conference was especially well timed as the EC was in the process of rolling out its Agenda for Change and the programming for the next seven years. One of overarching objectives of cooperation with third countries was the creation of jobs, and the promotion of growth in EC partner countries should above all target an inclusive and sustainable growth – environmentally, socially and economically. Implicit in that objective was a strong emphasis on decent jobs. The MAP project had shown that, through the cooperation developed between the EC and the ILO, it was possible to have a genuine impact on the creation of decent jobs, which was at the very heart of the Commission's development agenda.

The timing of the Conference was particularly appropriate because the EC was in the process of discussing how to frame the post-2015 agenda in terms both of the post-MDG agenda and also of a more sustainable agenda globally. The EC clearly mentioned in a communication in February 2013 that the building blocks of the post-2015 agenda had to comprise equity, equality and access to human and other rights. Equality and access to rights must be at the heart of discussions on the post-2015 agenda, as targets and goals and indicators needed to be defined in order to measure progress towards the overarching objective of decent work. And it was precisely in the area of formulating indicators that the work undertaken under the MAP project could contribute usefully to the discussions within the United Nations system.

The speaker welcomed the fact that the EC was engaged in such an excellent project and hoped that the Conference would draw useful conclusions for the country programmes and
thematically programmed with which it would be involved over the six or seven years ahead. Its conclusions would serve as an immediate, direct input into the definition of those programmes and the assessment of outcomes at the country level, as well as into the measurement of progress made. The decent work indicators would be crucial to assessing the achievements of the EC’s development assistance.

**The post-2015 debate in the EU employment policy framework: A European perspective**

**Mr Rudi Delarue** (Deputy Head of Unit, External Relations, European Commission) welcomed the collaboration between the DG DEVCO and the ILO. It was very positive that the Conference should have brought together not just the ILO’s experts but also its constituents, the employers’ and workers’ groups. In the debate on the post-2015 agenda it was important for the European Union that the three pillars of sustainable development (social, environmental and economic) were reflected in the positions adopted by the Commission and the conclusions reached in the Council. In the European context, the Conference was also highly relevant to **EU 2020**, the Commission's 10-year strategy aimed at the sustainable and inclusive growth of the European Union, and to the on-going debate on the social dimension of its Economic and Monetary Union (EMU). That debate had recently intensified, and the Commission had just adopted a communication on strengthening the social dimension. In order to measure progress in meeting the **EU 2020** goals for the whole of the European Union, the Economic Commission had set five headline targets for employment and social policy in each of the Member countries. Among the indicators needed for that purpose, which could be seen in the broader context of socio-economic development in the EU as a whole, were the employment rate, the poverty reduction rate and the education dropout rate, including the level of people not in education, employment or training (NEET). The question of inequalities too, which was largely absent from the MDGs, was an important issue in the post-2015 debate within the EU. Growth that was not shared among the population was not enough and could undermine the democratic legitimacy of the system.

Other institutions beyond the ILO and the European Commission were working on the same issues. The World Bank, for example, had launched what it called “shared prosperity indicators”, which focussed on analysing the 40 per cent of population at the bottom of the income scale in order to determine how they were evolving in terms of poverty. The issue there was not a question of countries’ overall GDP but rather an aspect of the inclusiveness of growth. The OECD had likewise undertaken a great deal of work on inequalities. The EC supported the activities of both the World Bank and the OECD.

The speaker concluded by emphasizing again how important the debate on goals, targets and indicators was for the EU, whose external and internal assistance policies were very much interrelated. The European Commission’s forthcoming publications on employment and social policy would certainly address the issues of inequalities and inclusive growth, and their contribution to the whole debate on the post-2015 agenda would be closely followed up.

**Ms Sigrid Schenk-Dornbusch** (United Nation High-Level Panel on the Post-2015 Development Agenda) outlined the vision of the United Nation High-Level Panel, specifically as it related to employment. With regard to the eradication of poverty in the context of sustainable development, the realisation of that vision involved five transformative shifts that were universally relevant. The first transformative shift was summed up in the phrase "Leave no one behind", of which the poorest and most marginalized segment of the population was to be the main target. The second transformative shift, sustainable development, must be at the core of the post-2015 agenda. The third shift, which was particularly relevant, was the transformation of economies for jobs and inclusive growth through economic diversification and higher value added, the creation of a stable and enabling environment for the private sector, changing consumption and production patterns, good governance and effective
institutions. The fourth transformation was the promotion of peace and effective, open and accountable institutions, and the fifth was the forging of a new global partnership. She went on to describe some of the implications and challenges of a post-2015 framework, including the need to address sustainable growth and poverty reduction jointly rather than separately, to take action in several fields at the same time, to ensure balance and connection among the proposed goals, and to maximize their impact.

The speaker highlighted the High-Level Panel’s criteria for framing goals and targets, which should reflect a critical issue that could have a strong impact and carry a compelling message. The targets must be easy to understand and to communicate, be measurable, subject to monitoring, universally relevant and widely applicable, and be grounded in the voice of people. Progress and speed in achieving the targets must be set in terms of national or local capabilities. The High-Level Panel proposed that the framework for achieving its goals address employment and decent work; the framework accordingly included a specific goal on employment (Goal 8). The Panel recognize, however, that not all issues relevant to employment could be addressed under one head, and separate goals had been set for social protection systems (Goal 1), vocational training (Goal 3) and good governance and effective institutions (Goal 10).

She concluded by stating that the need to increase the quality and quantity of employment in order to eliminate poverty was widely acknowledged. That said, a major effort was still required to build consensus on relevant, realistic and measurable targets, to resolve the issue of decent jobs versus good jobs, and to provide a compelling response to the contention that it was impossible to set a goal for employment because nobody really knew how to create jobs.

Mr Pursey referred to the Post-2015 Development Agenda from the ILO perspective. Governments were currently in a pre-negotiations phase, and they would want to set goals and targets similar to the MDGs. He suggested that sustainable development as well as full and productive employment and decent work would be part of the package. The set of indicators eventually agreed upon might be small, which might be inadequate for monitoring at the national level. If that was so, the decent work indicator framework and methodology would be beneficial, as the pilot project had shown that the countries measuring decent work had been able to supplement the small number of indicators in the global framework with country-specific indicators.

In addition to the challenges posed by the substance of the Post 2015-Development Agenda, the process itself was complicated, and discussion was continuing on how to bring about a convergence between the MDGs and the sustainable development goals. Ultimately the countries themselves would decide, and country-level meetings were already being held to establish priorities. Opinion polls indicated that better jobs were a high priority, as was social protection. Given such widespread public support, the issue of employment and decent work would surely be included among the goals set.

The Report of the United Nations Secretary-General, A life of dignity for all: Accelerating progress towards the Millennium Development Goals and advancing the United Nations development agenda beyond 2015 described the transformative nature of decent work as a key element for the Post 2015 Development Agenda. The process would build on the MDGs, despite the fact that the goal of decent work was not one of them. As a result of a 2005 General Assembly review a new employment target was added to the MDGs under the poverty reduction goal and included four new employment-related indicators. The ILO had been encouraging countries to publish data on the new employment indicators, along with an employment indicator related to gender equality. Because annual data were needed for a large number of countries where data were not always available, proxies had sometimes been used and would most likely be needed in the Post-2015 Agenda. That said, proxies should not be allowed to become the goal itself.
The percentage of workers moving up the transformative ladder was increasing, according to the High-Level Panel. The ILO had published a concept note on possible ways of measuring progress in the Post-2015 Development Agenda. It wished to establish a framework of transformations that would give the Agenda a certain structure, and to identify what helped a society to shift from an existing path to one that moved in a better direction and how to integrate decent work into the general process of development. As to the debate on decent work versus good jobs, the ILO was looking at the best ways to help people move out of poverty and up the socioeconomic ladder. Using a term such as "productive employment and decent work" might make it easier for people to understand the concept better.

Decent work and development: What do we know? Where do we stand? An ILO perspective.

Ms Dorothea Schmidt (Senior Employment Specialist, Employment Policy Department, ILO) emphasized the role of jobs in development. She pointed out that an adequate supply of jobs was the foundation of sustained and growing prosperity, inclusion and social coherence. Growth did not create decent jobs automatically, but without growth job creation did not happen at all.

She noted that creating jobs became a reality only if labour supply and labour demand were properly matched. On the supply side better education and training was a precondition for decent work but was not a guarantee, as had been observed in some "Arab spring" countries. The demand side mattered, but structural as well as cyclical improvements were needed that included employment macro frameworks to foster investment and consumption, an enabling environment and financial inclusion. Stable and sound labour market institutions were essential for setting minimum wages, introducing employment protection legislation and providing well-functioning employment services. Social protection systems were crucial to inclusive growth, while social dialogue ensured the commitment of the social partners and integrated approaches that they worked together effectively.

The speaker suggested that current growth trends pointed to growing global uncertainty in the aftermath of the 2008 economic crisis; as a result global unemployment rates remained high and gender gaps continued to exists in employment-to-population ratios, particularly in the Middle East and African regions. There was a serious mismatch between the supply of skills among the unemployed and the demand for skills, which hampered the reallocation of labour and tended to push unemployment rates up. Furthermore, high productivity growth over the last two decades had been limited to East Asia, and to a lesser extent, South and South-East Asia, critically limiting the possibility of wage growth and improved well-being for regions suffering from nearly stagnant productivity growth. Productivity levels differed widely between regions, with the EU and other developed economies reporting high levels and sub-Saharan Africa showing very low levels. Even in countries with high productivity growth, wage increases were not keeping pace with productivity growth.

One indicator that did reflect progress was the working poverty rate; based on absolute international poverty criteria, the number of working poor had declined over the last two decades. On the other hand, youth unemployment still posed a problem in many regions of the world, particularly in the Middle East and North Africa. Nonetheless, the real global challenge in the future would be the ageing of the population (the majority being women), which would be felt most acutely in developing countries (especially in Asia).

Questions also remained regarding the interpretation of labour market trends. Good progress had been made in data collection, but the sharing and interpretation of the data was still an issue. In sum, there were many challenges, but policy options existed and many of the challenges could turn into economic opportunities, such as those related to structural change, the greening of economies, youthful populations and ageing populations.
Mr Luc Cortebeeck (International Trade Union Confederation, Worker spokesperson) stressed that the 2008 global economic and financial crisis and its aftermath called into question development models that depended on austerity measures. That model had failed was amply illustrated by growing inequalities and poverty and extremely high levels of unemployment, particularly among young people. He emphasized the importance of the negotiations over the formulation of post-2015 goals, which could provide opportunities to promote inclusive and sustainable development for all. Poverty could not be alleviated through the creation of non-decent jobs; decent jobs should instead be characterized by social protection and fundamental rights, including first and foremost the right to social dialogue. The International Trade Union Confederation (ITUC) and the Workers' group of the ILO supported the establishment of a clear, stand-alone goal of decent work as one of the post-2015 goals. In its future work, the ILO should focus more on the indicators relating to its four strategic objectives, with the support of the European Commission.

The Final Conference could not have been held at a better moment. The 2010 global economic and financial crisis and its aftermath had shown that the current development model was in crisis. It had become a model of non-development, it had failed to eradicate extreme poverty and it had resulted in an unprecedented development crisis throughout the world. It had increased inequalities to an unprecedented level and put the world in ecological danger. Growth was still well below pre-crisis levels, and that had had a negative impact on growth in developing and emerging countries. The social consequences of the crisis had been devastating. Global unemployment remains above pre-crisis levels and was expected to reach 202 million people in 2014. Over the past five years 32 million jobs had been lost, 10 million of them in the EU alone. Youth employment was expected to rise even higher than its peak in 2009. At the same time, progress to meet the MDGs had been uneven. Over 1.2 billion people in the world were still surviving in extreme poverty on less than US$1.35 a day. The bulk of the progress that had been made in reducing extreme poverty was due to two countries, China and India. According to the World Bank, since 1980 the number of people in extreme poverty in low income countries had been risen by 103 million. The current global development model had thus clearly led to an impasse in which austerity policies did nothing to improve the situation. A possible window of opportunity in the prevailing gloom was the on-going negotiations on a post-2015 sustainable development programme, which could secure inclusive and sustainable development for developed and developing countries alike. For that to become a reality, however, it was necessary to depart from the current global model of development. That meant addressing several issues at once, which included restoring quality growth, tackling inequalities, boosting aggregate internal demand and assuring universal social protection for all.

One of the most important challenges that had to be faced was the job crisis. Today it was widely recognized that the best way of reducing poverty and promoting sustainable development was through the creation of decent jobs. The experience of several countries that had reduced poverty significantly pointed to the need for rapid economic growth. Though economic growth was necessary, however, that alone was insufficient to guarantee poverty reduction and economic development. The keyword was decent employment, as not every kind of employment served the cause of development and poverty reduction. Vulnerable jobs in the informal economy, for example, were often a cause of poverty. Millions of people were classified as working poor even though they had a job, simply because they did not earn enough to raise their family above the poverty line. Even in the developed world millions of people were surviving in precarious employment that denied them a decent standard of living. Decent work meant employment that encompassed workers' includes rights, an adequate level of social protection and the right to dialogue. In that way it afforded a route out of poverty and accelerated the process of inclusive development.

It was against that background that the ITUC and the Workers' group in the ILO had endorsed the attainment of decent work and full employment as an explicit, stand-alone goal among the post-2015 development goals. The proposition had been endorsed by the entire ILO
Governing Body, clearly reflecting the tripartite acceptance of the idea that decent work in all its four dimensions was key to development. It was therefore important in the current job crisis to place decent work at the centre of economic and social policy. That meant that the patterns and source of economic growth must be seen through the prism of decent jobs and that deliberate action be taken to ensure that the availability of decent employment become an integral part of macroeconomic policy management. That required that social dialogue be intensified so that workers enjoyed an equitable share of the benefits of work.

It was against that background that the ILO-EC MAP project was of crucial importance. If decent employment was the best route out of poverty, indicators were necessary to plan and measure progress towards that end. A great deal of work in that direction had already been done at the national level, and the experiences that countries would be sharing in the course of the Final Conference would show how necessary it was that the work continue. Much had been done but more still needed to be done.

The ILO working group strongly supports the on-going work on indicators that covered all four dimensions of decent work. The ITUC wished to express its appreciation to the European Commission for its support, and he called on it to continue to collaborate with the ILO in monitoring and assessing future progress.

Ms Ronnie Goldberg (International Organisation of Employers, Employer spokesperson), while congratulating the ILO and European Union on making the MAP project possible, expressed certain reservations of the Employers' group regarding the measurement of decent work. She acknowledged that the project had strengthened statistical institutions, had supported the conduct of labour force surveys and had helped countries to collect more and better data. However, the main purpose of MAP was not and should not be to review countries' performance, but rather to contribute to a better understanding of national circumstances in promoting decent work. She reiterated the position of the Employers' group that decent work was a moving target that could not be properly measured. Progress on decent work was conditional on each country’s level of economic development, and there could therefore not be just a single model. The national context was a critical factor. For example, the key element in the creation of employment opportunities was the existence of an enabling environment for sustainable enterprises. Although the Employers' group supported the ILO's position on the post-2015 agenda, it was still not clear how decent work indicators could be translated into proxies for actual employment. Further work on the subject by the ILO should be demand-driven.

The Employers' group had long expressed reservations as to the usefulness and even the possibility of measuring decent work or defining decent work indicators. From the employers' perspective, improving labour market statistics was a matter of making existing data more robust and gathering new data so as to gain a more comprehensive understanding of the situation at the national level. They therefore supported the collection of reliable and timely labour force data in more countries, due account being taken of their differing capacity to collect and interpret the data. The recent International Conference of Labour Statisticians had revealed that in many countries there was a clear need and a drive to provide reliable up-to-date data, but it was equally clear that the same countries might find it a challenge to collect hard facts on employment, let alone collect and interpret information on more subjective concepts. It was for that reason that the Employers' group saw the MAP exercise not in terms of assessing or measuring or progressing towards a concept such as decent work but rather as contributing to a better understanding of an array of national circumstances that were relevant to promoting the decent work agenda. The group did not believe it was possible to measure the concept in any objective, quantifiable or comparable way.

The Employers' group welcomed having more and better labour statistics and a better understanding of the kind of policies that were needed. In the ILO's perception decent work was based on four strategic objectives: the promotion and realization of standards and fundamental principles and rights at work, the creation of greater opportunities for women
and men to secure decent employment and income, the enhancement of the coverage of social protection for all, and the strengthening of tripartism and social dialogue. In the view of the Employers' group, however, the very nature of those pillars implied that decent work could not be quantified and subjected to universal standards that were applicable to all workers and jobs throughout the world. It was a relative concept, a moving target, a goal to be achieved within the capability and development goals of each country. Above all, progress towards decent employment was conditional on a country having a level of sustainable growth and a development capacity that could be translated into more employment opportunities. Those were the prerequisites for alleviating unsatisfactory social and economic conditions.

In other words the group saw no single model of decent work. It was an objective that must be considered within the context of each country, taking into account their specific economic and social realities. The most basic of those realities was that work had to be available for employment to be created. Contrary to what the Conference had heard earlier, the Employers’ group believed that the recipe for job creation include the existence of an environment in which enterprises could grow and invest. That environment comprised inter alia the rule of law, democratic institutions, independent courts, sound fiscal and stable monetary policy, an effective anti-corruption policy, a predictable investment climate, protection of property rights, and innovation and investment in education, health and skills development. It also meant support for entrepreneurship, the creation of enterprises in the formal economy and the promotion of SMEs as the motive force behind new jobs. Prominent among the action needed was the adoption of measures to reduce excessive regulation for start-ups. It was from that perspective that the group had expressed concerns about both the goal and the implementation of a global methodology for measuring decent work.

The speaker wished to place special emphasis on the concern voiced by the Employers' group, because it was essential to consider the use to which the data should be put and what should be the next step for the MAP project. First and foremost, as she believed all those present agreed, the creation of decent jobs was a process that was enabled through economic growth. It was when countries and working conditions evolved, and not the other way around. Capturing the dynamics of job creation properly would require taking into account a large number of complex indicators, ranging from productivity to payroll taxes with many indicators in between. Secondly, decent work was a subjective concept. Measuring all four of the ILO's strategic objectives in a single snapshot would entail mixing quantitative data with qualitative judgement and analysis. For the Employers’ group that raised both methodological and practical concerns. The available data might not provide a full picture, and their interpretation could easily lead to distorted judgements. Thirdly, the group believed that there was a risk that countries would be compared when certain factors made them quite different. Making such comparisons could put pressure on countries and hamper their ability to set their own national goals and priorities. Furthermore, the Employers were uncomfortable with the notion of gaps. Except a limited number of cases, they did not see how gaps could be defined in a generic manner, given the inherent differences between countries. Finally, the Employers were afraid that there might be pressure on governments to make commitments at an international level that required decisions and measures to be taken at a national level. That could have a direct negative consequence for enterprises in the form of excessive regulation, which would be counterproductive.

In practice, the very fact of having a job was the first step towards decent work. Restricting entry to the labour market on the basis of decent work criteria that were imposed from the top down on countries at different stages of development and with different cultural needs would be tantamount to denying employment to the very people the ILO sought to help. In sum the Employers' group believed the focus should be on fact-based statistics that helped countries improve in areas that they themselves identified as national priorities for their economic development and employment creation. As had been already said, data collection should be demand-driven.
In the light of the concerns she had voiced, the speaker wished to say a word about the Post-2015 Employment Agenda. The Employers’ group naturally supported the ILO's and the tripartite partners' engagement in the on-going debate within the UN system on the post-2015 MDGs. It supports that engagement because it believe that job creation was a primary vector for the eradication of poverty and for development. It believed that that goal must be communicated in a way that allowed for the generation of an enabling environment, the development of entrepreneurship and the creation of sustainable enterprises as a means to eradicate poverty and ensure inclusive growth. However, the group had some trouble seeing how complex interactive indicators of decent work could be translated into simple proxies. That, she believed, was going to be a major challenge.

She concluded by observing that all successful development efforts were demand-driven and that the sustainability of technical cooperation was crucial. Without plans, without the capability and above all without the internal demand, such efforts would be no more than an interesting exercise. It was not clear that the necessary desire existed anywhere in the world for measuring decent. What was clear to the Employers’ group was that, for all the importance of data and metric measurement, they could not replace the social dialogue in which it would continue to engage.

In the plenary discussion that followed the presentation of the first topic, participants contributed their own observations to the discussion and raised the following points:

- Are the employment, unemployment, poverty and working poor indicators comparable from one country to another? For example, in Indonesia the informal economy has created many jobs and, unlike other countries, people who work four days a month are counted as having a job. It would therefore appear misleading to the situation in Indonesia with that of other countries. The indicators should be standard.

- “Jobs for development” is the traditional approach, whereas what is needed is to think outside the box, as in future there may not be as much growth as in the past and it may be necessary to look for other solutions.

- In the absence of legislation to support indicators of the quality of employment, on what basis can we such indicator be calculated?

- What about the informal economy? From the perspective of civil society organizations, will an effort be made to popularize tools? Are monitoring systems in place? Can civil society be involved?

- The discussion was conducted at too high a level. What was missing was the policy level. Reforms to promote jobs were highly political. More detail was needed. An Asian Development Bank study shows that large firms create as many jobs as do SMEs.

- With regard to the current MDG framework, global indicators should be complemented by country indicators. In the future framework, should one expect a larger number of employment indicators or their mainstreaming in other indicators?

- Decent work is a complex issue, and there is often a trade-off between safety and salaries. People who do hazardous work are better paid, while at the bottom of the pay scale it is a question of “take it or leave it”.

- Most of the issues surrounding the Decent Work Agenda are highly political and sensitive, and some countries are reluctant to provide the full picture. This may limit
the reliability of their decent work indicators. A discussion is needed on the institutional accountability and independence of national statistical offices

- What policy is recommended for countries (such as Zambia) where productivity was low, especially in the informal sector?

Mr Cortebeeck informed the Final Conference that the next session of the International Labour Conference would be discussing the formalization of the informal economy. Contrary to the view of the World Bank, it was not really possible to have “good” informal jobs. The transition from informality to formality was about job quality. As to occupational safety and health, that was important for raising productivity and for the success of enterprises; only rarely was that not be the case. The gap between productivity and salaries was growing. To talk of decent jobs one had to be able to measure their quality. The challenge was for the United Nations to agree to an appropriate methodology for its measurements.

Ms Goldberg observed that the Employers’ group did not disagree that decent work was both a quantitative and a qualitative issue. The problem was that internationally comparable data were lacking. In many countries the informal sector made up most of the economy; it was how people survived. The informal sector was a source of entrepreneurship and creativity that governments should try to transfer to the formal sector. While good laws and policies were important, it was even more important that they actually be implemented. Often, for example, laws existed on maternity protection or on occupational safety and health but there was no capacity to implement them.

On the subject of jobs and growth in poor and low-income countries, Ms Sigrid Schenk-Dornbusch said that growth was indispensable for creating jobs. The challenge was to make growth inclusive, where in the past that had not necessarily been the case. Many African countries had enjoyed positive growth but had not made the transition to inclusive growth because they were still too dependent on natural resources. In light of workplace disasters such as had occurred in Bangladesh, the argument that there was no place for occupational safe and health because of the cost involved was specious. The international community had a responsibility to incorporate labour standards in trade agreements.

Mr Delarue stressed the link that existed between quality indicators and living standards. The EU had proposals that could lead to the better implementation of legislation. There was a new emphasis in the EU on the quality of work that touched on inequality and working conditions. The Employment Committee was working on qualitative indicators. Occupational safety and health now had a higher profile and would be receiving more attention in the future.

Ms Schmidt said that, in terms of jobs and growth, developing countries still offered a real potential. It was necessary that existing assets be shares more equitably. Formalization of the economy would help because it would lead to an increase in domestic demand. Does it make sense to have international goals, and how could they be applied at the country level? Generally, the debate at the international level does help countries make progress, and having decent work country profiles makes dialogue easier.

Mr Pursey wondered whether it was really true that there was a trade-off between quality and quality and suggested that it might be more accurate to speak of a “trade in”. Wages and safety issues had recently come very much to the fore. In the case of the Rana Plaza factory disaster in Bangladesh, the people killed were mostly female migrants from villages who were making the transition from informal to formal employment. Their doing so was important for Bangladesh’s progress, but the risks involved, resulting as they had in a large number of deaths and injuries, could not be tolerated. But productivity too was important, and so the entire supply chain needed to be re-thought.
Was it possible to measure quality? Was measure the right word? Questions such as those had been discussed at the beginning of the debate on decent work indicators. The decision had been to go ahead, but with many footnotes and caveats. Would there be one indicator or many in the Post-2015 Development Agenda? The option that would probably be followed was to seek a consensus and use it as mobilizing tool, which would most likely lead to the selection of a few global goals and a larger number of national goals.

Mr Diez de Medina noted that more than 85 per cent of the indicators were quantitative, internationally comparable and based on international standards. When people talked of proxies, they were referring to groups of indicators. Some of the more interesting results of the MAP project involved strengthening countries' capacity to produce statistics and to popularize tools among their ministries of labour and national statistical offices.

Mr Pursey, replying to a question raised by a representative of Zambia, said that in the past year the ILO had worked on increasing the availability of data. He believed that governments would be willing to publish their data if they were sure that support would be forthcoming to help them resolve the challenges those data pointed to. One such example was child labour, which had long been unacknowledged. The ILO could help once it knows how serious the problem was. Transparency was essential. As to policy prescriptions, Zambia's country profile had been used in analysing the country's policy options and in discussions with the IMF.

Ms Goldberg, referring to the formalization of the informal economy, said that the issue would be discussed at the next two sessions of the International Labour Conference, which would give rise to recommendations to governments. There would be no single solution but rather a set of solutions to cover various policies regarding social protection, education, tax system, etc.
Session 2. The MAP project: Main results and global methodology for monitoring and assessing progress on decent work

The Chairperson (Mr Pursey) introduced Ms Naïma Pagès, the project coordinator, who had worked for more than three years in close collaboration with ILO technical departments and regional and country offices all around the world and with a large number of external partners.

Key lessons learned from the MAP project and the global methodology on monitoring and assessing progress on decent work

Ms Pagès (Chief Technical Adviser, MAP project) thanked all those who had been involved in the MAP project: the staff of ILO headquarters, the ILO's regional and country offices, the European Commission and representatives of the project countries.

She started by describing the objectives, activities, results of the project and presented the manual on the global methodology for assessing progress on decent work, which had been developed from the experience gained from the project. The manual was one of the main outputs of the project, to be used by countries willing to develop their own strategies for monitoring progress towards decent work. It drew from the lessons learnt throughout the five years that the project had been undertaken at the national, regional and global level.

She recalled that decent work was a key means of achieving equitable and sustainable development and that the concept went beyond the traditional employment and unemployment figures, which could be largely irrelevant in poor countries where people’s welfare depended not only on whether or not people were employed but rather on whether they earned fair incomes, exercised their rights, enjoyed good working conditions and had access to social security. The Decent Work Agenda had been endorsed at the international level in the early 1990s and its objective was consistently highlighted in European Commission and European Union policy statements. Developing countries, too, had endorsed the objective of decent work and called for technical cooperation to support their efforts to monitor progress. The project was the outcome of ILO and European Union discussions on the measurement of decent work that began early in the year 2000 and covered nine countries meeting three criteria: they were in different stages of development, they had developed strategies on decent work at the national level and they had asked for technical collaboration to enhance their monitoring capacity.

She went on to explain that the main objective of the project was to develop a global methodology to strengthen the capacity of developing and transition countries to monitor and assess the progress made on decent work. The final beneficiaries of the project were the men and women engaged in labour markets, especially those without access to decent work and whose earnings were below the poverty line.

Ms Pagès then presented the project activities. At the country level the project facilitated the identification of indicators, supported the collection of data, provided technical assistance and training in assessing decent work, supported the implementation of coordination mechanisms among producers and users of data, facilitated tripartite dialogue to discuss the policy implications of national studies, developed active media campaigns to raise awareness and inform policy-makers, the social partners and the general public about how their country was performing and how to evaluate the effects of different policy combinations. At the regional level, training and knowledge-sharing workshops had been organized to share experience and best practices and to disseminate results and methodological tools to other countries in different parts of the world (Addis Ababa, Bangkok, Dakar, Kiev, Lima, Pretoria). Support had also been provided to regional initiatives aimed at harmonizing labour market information systems. At the global level a Manual on the global methodology and related
technical tools on data collection and data analysis had been developed, along with a Toolkit on monitoring and mainstreaming decent work in the European Commission's development cooperation.

She described the main results of the project: ownership had increased and social dialogue on decent work issues had been boosted; governments, social partners and other stakeholders were more aware of the dimensions of decent work, of the progress made in their country and of its increased capacity to collect and analyse data on decent work and to carry out research; finally, national stakeholders in other countries had acquired the capacity to initiate their own monitoring of decent work, as they had access to the methodology and relevant materials and technical tools to support their efforts at the country level.

**Ms Pagès** presented the Manual drawn from lessons learned, which provided step-by-step guidance that could be adapted to national circumstances and in a concerted and coordinated fashion. As a pragmatic tool the Manual, which included concrete examples, best practices and guiding principles, was designed to build a common understanding among national and international stakeholders of the process of measuring, monitoring and assessing progress on decent work. This global methodology was designed to be both internationally relevant and flexible in its application at the country level.

The MAP manual was complemented by three technical tools: (i) the Manual on decent work indicators (concepts and definitions, methods of computation, data sources, metadata and brief interpretation guidelines); (ii) the labour force survey Toolkit (providing guidance on questionnaire design, data processing and tabulation); and (iii) the Guidelines on assessing progress on decent work (analysing decent work indicators and preparing country profiles).

She presented the ILO conceptual framework and its four key guiding principles:

- any framework for measuring decent work would be incomplete without adequate consideration of both the quantitative and the qualitative dimensions of decent work;
- there was a need to interpret the legal and statistical indicators within a broader social and economic context
- the definitions were to be based as far as possible on agreed international statistical standards and labour standards and with regard to national applicability
- flexibility was needed to respond to the specific needs of individual countries.

The 71 statistical indicators included 18 main indicators that were common to all countries, 31 additional indicators and 12 context indicators, plus future indicators yet to be developed.

Three set of questions had been examined:

(i) How could decent work indicators be identified that met national needs and circumstances? Who were the main actors involved and what was their respective role?

**Ms. Pagès** described the process of identification of a list of indicators that met national requirements and circumstances and were feasible at the country level. Two essential lessons had been learnt: in the MAP countries (representing a wide range of income levels but also a variety of institutions, statistical infrastructures, legal environments and levels of policy development) the ILO framework had proved adequate, relevant and feasible because it included common indicators and allowed each country enough flexibility to add indicators reflecting national requirements. Some countries had proposed new indicators and further disaggregation; Brazil, for instance, had decided to include indicators on enterprises and on innovation, and the indicators had also been disaggregated at the federal level. The selection of indicators had always been the outcome of tripartite consultation. Indeed, the involvement of tripartite representatives from start to finish had been a key factor in the credibility and legitimacy of the data and conclusions reflected in the national assessments and in ensuring the national ownership and sustainability of the process. Tripartite national consensus had been reached in most of the pilot countries.
(ii) What were the main data collection challenges, what were the main sources, and how could national data collection instruments be proved or upgraded?

Data collection often needs to be enhanced to conduct regular labour force surveys and household surveys including modules on employment. There was a need to enhance coverage, quality and frequency of data collection instruments and to improve the compliance with international statistical standards. She reminded that there was no single source for decent work indicators and countries were encouraged to use all available sources. In this sense, the most important was to ensure a well and effectively coordinated of the national statistical system. Finally, integrated information systems for measuring and monitoring decent work were central to sustainability.

From the MAP experience, efforts had been made to increase the scope of decent work components, with additional questions, modules or combined surveys like labour force survey and child labour survey together. Questionnaires design had been revised and improvements had been made to comply with international statistical standards. Regular labour for surveys was a prerequisite for sustainability of the process, and it was important for governments to make efforts to strengthen data collection instruments, particularly labour force surveys and administrative records. And effective coordination of national statistical systems was needed.

In order to further support sustainability, the MAP project supported a number of regional initiatives to harmonize for common labour force surveys, leading to harmonized labour market information systems to ensure the production of comparable data and regional estimates.

(iii) How to prepare national assessments on decent work and the decent work country profiles and how the main results can be used in policy-making?

National studies provided a dynamic picture of progress and gaps in decent work. The main results had been validated by national stakeholders through tripartite dialogue and widely disseminated through media campaigns. The guidelines for assessing progress on decent work at the national level provided valuable guidance for national stakeholders to analyse the indicators within the national context and across different population groups.

From the experience gained in the course of the MAP project the methodology and design of the country profiles had proved applicable to national requirements and relevant to a wide variety of countries. Some countries (Niger, South Africa) had added extra chapters, including one on how to use priority indicators for monitoring the decent work country programme. Other countries (Brazil, Indonesia) had developed profiles at the provincial level. An important lesson was that the indicators should be analysed all together rather than individually within the social and economic context and with relevant information on the legal and policy framework, including rights at work. Tripartite consensus building was essential to ensure that the analysis was accurate and adequately reflected the concerns of national stakeholders and social partners. All the pilot countries saw the country profiles as major input for policy-making because they could be used to identify priority areas and to propose target indicators from baseline information. They were also seen as an important tool for evidence-based national dialogue and for the review of existing laws, policies and institutions arrangements. They help to identify data collection gaps and had been used as advocacy tools to encourage governments to improve their national data collection instruments. Some countries appreciated the fact that the country profiles could facilitate comparisons between countries from a common set of indicators. Such regional collaboration on measuring and monitoring decent work was also encouraged through regional programmes on developing harmonized labour market information systems and could play a key role in mainstreaming decent work on a sustainable basis.
MAP countries’ experience: Best practices and way forward

1. Presentation by the Delegation of Brazil

Mr Cimar Azeredo Pereira (Brazilian Institute of Geography and Statistics) gave a presentation entitled “Monitoring and evaluation of the progress of decent work, MAP project”. He began by expressing his the IBGE's strong commitment to the MAP project, working with different institutions and colleagues in Brazil, and thanked the donors and ILO for their support.

Through technical cooperation the Brazilian Institute of Geography and Statistics (IBGE) had been able to construct a broad set of decent work indicators. Brazil was the first country in the world to have produced such indicators at the national, regional and administrative unit level using the ILO methodology. The majority of the indicators for the Brazilian decent work country profile had been produced by the IBGE in close collaboration with ILO.

Brazil's new Integrated System of Household Surveys (SIPD) sought to optimize the allocation of resources in view of the diverse and growing demand for information, to ensure the regular production of key information necessary for planning and public policy and to seek a balance between demands for information and the burden of conducting household interviews. It also aimed to produce short-term national indicators on employment and income, allowing sufficient flexibility to incorporate new topics and to harmonize the concept and variables used. The MAP project was essential to strengthening the integrated system.

A workshop on building a supplemental household survey containing questions on decent work, held in Brasília in 2011, provided a forum for a broad set of participants to discuss this topic within the context of the SIPD, with the objective of filling the data gaps that had been identified. The results provided the IBGE with helpful feedback for survey development.

He presented the elaborate data dissemination tools on mapping child labour that had been developed in Brazil and described the child labour module that was to be included in the new Continuous National Household Sample Survey (PNAD). He discussed the technical cooperation agreement between the ILO and the IBGE which allowed for close collaboration not only on the MAP project but on other areas and projects as well. The ILO and the IBGE were developing a methodology to construct decent work indicators for 5,565 Brazilian municipalities based on data from the 2010 census and administrative records.

The MAP project in Brazil had been a very positive experience, that largely to the technical assistance, coordination and participation of the ILO. Moreover, the participation of the national statistics system and of employers' and workers' organizations in the execution of the project had assured its success. The project had come at the right time, with all the partners working together and all of them wishing that it should continue.

Mr Felisberto Damacena (National Confederation of Employers, Brazil) began his presentation with a few introductory remarks on behalf of his organization. He had listened to the words of Ms Goldberg from the United States Council for International Business (USCIB) in the previous session and he agreed with her that the concept of decent work was subjective. The concept that was put forward by the ILO now called for further discussion in Brazil.

The first step in the process was to find a job, and Brazil was currently faced with challenges that made it impossible to take the concept of decent work further. For example, existing laws and regulations were not enforced, which showed that laws alone were not enough. The emphasis should be on reducing red tape so as to make Brazilian firms more competitive.

Brazil's employers were paying close attention to the discussion on decent work. It was evident that data were indispensable to monitor the process, but he noted that the subject of sustainability had so far been absent in the discussions.
As to the MAP project, the social partners in Brazil had created a decent work country programme on the basis of which they had been able to set up a monitoring system. As a starting point, Brazil had held a national tripartite conference on decent work and jobs, preceded by regional workshops in each of the country's 27 states. The regional workshops allowed constituents to produce and share interesting data for each state, and the information thus obtained was seen as a guiding map of the existing that was representative of the Brazilian state. Those data were shared at the national conference.

The results of the project showed that Brazil had been very productive. However, because it was a pilot project, some mistakes had been made along the way. The social partners had reached a consensus on a number of proposals, selected from a total of 1500 proposals received of which 220 had been approved unanimously. In conclusion he confirmed that Brazil's employers were very much in favour of social dialogue and were determined to resist any forms of employment that did not provide decent jobs.

Ms Arruda Marques (Trade Union Observatory, Brazil) said that the Observatory had been in existence for more than 50 years. It worked with IBGE data and also produces statistics itself. The Observatory shared information in different forums. It had its own working methods to determine the cost of living, to give assistance to national educational institutions, to provide data disaggregated by gender, race, etc. for the national database, to support collective bargaining and in general to analyse the working environment. Specialists from the Observatory had analysed MAP project data in conjunction with its own estimates. On the subject of domestic workers, for example, she noted that maids in Brazil did not have the same rights as other workers.

Brazil had previously been a military dictatorship, since which time the country had been strengthening its institutions and social dialogue. The MAP project was instrumental in supporting these efforts. New indicators had been created and workshops had been carried out with the participation of many stakeholders. Brazil was a country of great inequalities, and for that reason the work was important. Income was not distributed equally and child labour remained a serious issue. Data developed in the MAP project allowed stakeholders to analyse those issues on the basis of reliable information, discuss public policies to improve the quality of work and help in organizing regional workshops in preparation for a national conference. There was a large divergence of views, especially with the employers, but dialogue played an important role in the process. ILO support and participation was also important.

She recalled that the World Cup, which was to take place in Brazil, had brought with it many construction and infrastructure projects, new railway lines and energy projects, yet per capita income remained low. Against the backdrop of the Olympic Games and the World Cup, she wondered what the quality of the new jobs would be. Although abusive work practices were still common, social dialogue was improving. The support of the MAP project, which had contributed to strengthening the work of the IBGE, would help to support public policy-making efforts among trade unionists. The process had been very enriching, and stakeholders now play a more objective role in social dialogue. Discussions on promoting decent work were taking place at both the national and the regional level, thus fostering decent work at different geographic levels. Moreover, the various national agendas now took regional specificities into account. It was important that Brazil adopt an integrated approach, using the same methodology in its various regions. The process was lengthy, involving as it did all stakeholders, something that had never happened before. Brazil was still a relatively new democracy, and the process needed to continue.

The Brazilian experience can be helpful for other countries. Therefore, based on its own experience, Brazil intended to support other MERCOSUR countries in their efforts to measure and monitor decent work, especially by sharing information.
Following Brazil's presentation of the topic under discussion, questions were asked about policy-related data and policy dialogue, and how the two managed to connect during the MAP project's implementation phase.

In response to the questions raised, Ms Arruda Marques recalled that the Trade Union Observatory was over 50 years old and had been started at a time when workers’ organizations in Brazil did not trust government statistics. There had long been mistrust regarding data in the country but more recently, with the advent of democracy, there was better access to data, which the MAP project had facilitated. The Ministry of Labour played an important role in the drafting of the Decent Work Country Programme, and the workers’ organization worked together with them through social dialogue mechanisms. The Ministry of Finance and Planning had more weight than the Ministry of Labour, but meetings were held with the latter.

There were several working groups on different topics, including gender and social dialogue, and she believed that the MAP project had come at the right time. Because of the history of mistrust, it was not enough in Brazil to have just one of the parties present the data. So the Trade Union Observatory worked together with the IBGE, which was a public institution. The Ministry of Labour collected information in registers, whose data were quite reliable. Firms were required to record information on their employees in the registers. Policies were necessary and data were inevitably used for political purposes. Against that background a political process needed to be built up, including debates on major topics. Stakeholders use the statistics produced by the official national institutions as inputs for ongoing discussions among the social partners, and it was therefore very important the facts and figures be trustworthy.

Mr Cimar Azeredo Pereira recalled noted that the IBGE was the recognized institution for compiling national statistics. In 1977 the IBGE had launched its first survey, which it updated in 1992 to implement international recommendations. Brazil's integrated system surveys were redesigned to include income variables, and the IBGE's statistics were now disaggregated by geographic area. It was also compiling data at the municipal level and doing more statistical work on domestic workers. Collaboration with the ILO was essential, as there was still a great deal to be learnt. Improvements were thus steadily being introduced, a process in which the MAP project contributed substantially.

Mr José Ribeiro (ILO Office, Brasilia) said that he had been responsible for coordinating the MAP project in Brazil during its first three years. He emphasized the close collaboration that had existed between the ILO and the IBGE, during which the IBGE had taken over ownership of the methodology and indicators. IBGE publications included many decent work indicators, which was a good practice in terms of sustainability.

2. Presentation by the Delegation of Zambia

Mr Musonda (Ministry of Labour and Social Security, Zambia) outlined the background to Zambia’s involvement in the MAP project, as well as his Government’s commitment to the Decent Work Agenda, which had been widely mainstreamed in national policies and plans. Specific activities implemented under the MAP project included a background study, a consultation workshop and several capacity building events, as well as the production of the country's Decent Work Country Profile” and the 2012 labour force survey, which had benefited from ILO support. Zambia also participated in a regional workshop on labour statistics for SADC countries and in a technical seminar on labour market information systems held in Addis Ababa.

He outlined his Government’s ten priority statistical indicators for the labour market, which were captured in the labour force survey and reflected in the country profile. He pointed in particular to the decline of working poverty in Zambia since 1998, drawing attention to certain useful indicators such as the union density rate which were currently unavailable. He
then described the country's legal and policy framework indicators, as presented in Zambia's Decent Work country profile.

In concluding, Mr Musonda noted that many national plans had been revised as a result of the production of decent work indicators in the country, and in this regard the country profile had been a very useful policy tool. In terms of lessons learned from Zambia’s experience with the MAP project, he pointed to the strengthened collaboration it had brought between different government units, as well as to the improved technical skills of the agencies producing and interpreting decent work data. Moreover, the MAP project had given the Government an opportunity to accelerate and revise important policy documents, such as the national industrialisation and job creation strategies, and to be better able to measure certain MDG targets.

Reflecting on the way forward, Mr Musonda advocated continued regular monitoring of the decent work landscape, as facilitated by the MAP project. He also argued for further advocacy work to be undertaken at the political level to ensure that decent work was recognized in wider policy processes beyond the social and labour sphere, as well as further technical training for data producers and data users in government positions. Zambia’s next Decent Work Country Programme (2013-16) would provide further opportunities for the Government to monitor progress towards decent work.

Mr Kalusopa (Southern Africa Trade Union Coordination Council) began by praising the consultative nature of the MAP project, but argued that more could had been done, since the workers still feel the process had been owned and driven predominantly by Government. Hence, if there were to be a second phase or similar project in future, he noted that the unions would want to see an institutionalised tripartite structure in place to oversee it. The current institutions, he argued, were insufficient in promoting real social dialogue, and would benefit from reform along the lines of the South African “NEDLAC” model (National Economic Development and Labour Council).

The other major concern of the unions was the issue of human resources in labour inspection, which he said had fuelled widespread labour non-compliance in the country. He cited findings of the Zambian Congress of Trade Unions concerning abuse of decent hours and non-payment of min wages. He also mentioned the growing negative impacts of casualization on trade union membership in the country.

Beyond the MAP project, Mr Kalusopa argued that the decent work country profile provides a foundation both for further dialogue over decent work issues and for building on Zambian experiences at the regional level. Speaking from the perspective of a regional trade union, he noted that a process was already on-going at regional level towards more integrated labour market information systems –something which was on the agenda of SADC and had been agreed by member states. In this regard he expressed optimism that the Zambian experience under the MAP project could be replicated in other SADC countries in line with their common goals.

Mr Sikombe (Federation of Employers, Zambia) began with an overview of Zambia's 2007-11 Decent Work Country Programme, its priorities and the key problems it attempted to address. One problem that had been observed from the employers' standpoint was the absence of social dialogue in the informal sector because of the absence of competent worker representatives.

His presentation focused on a number of key issues arising from the MAP project, in particular the absence of certain important statistics on wages and job creation, owing largely to the absence of regular national surveys. That said, the integration of decent work concerns in national policy-making was improving, though it was still constrained by the Government’s lack of resources.

Referring to the employers’ concerns about unilateral decision-making by the Government in areas of critical importance, Mr Sikombe cited the recent example of Statutory Instrument 55
(SI-55), which sought to monitor all transactions involving foreign currency by exporters, investors and the like both to and from Zambia, and the Minimum Wage Act, both of which were passed without tripartite consultation. The absence of social dialogue in Zambia was at odds with the enabling business environment that the State was supposed to provide.

Responding to Mr Musonda, Mr Sikombe said that it was important that the Government needed to consult its social partners. On the issue of the minimum wage, for example, the Government had decided with the employers and workers that sector-based minimum wage rates were the most appropriate for Zambia. The Ministry of Labour and Social Security had developed tools in that regard which would be validated by the social partners.

Ms Pagès noted that there had been major improvements in data collection by Zambia's latest labour force survey, in such areas as wages, employment of disabled workers and social dialogue. The survey questionnaire contained a new earnings module which captured all sources of earnings and incomes, as well as new questions relating to social dialogue. She was optimistic that Zambia's updates of its decent work country profile would in future have a major influence on policy-making.

Ms Belinda Chanda (ILO Office, Lusaka) observed that, while the policy and legal framework for decent work in Zambia was actually quite strong, there was a clear and pressing need to extend coverage to the informal economy. Zambia's country profile helped users to understand the data and analysis more clearly, while the snapshot summary produced alongside the profile was a useful advocacy tool for policy-makers. Future profiles would make it possible to go beyond the current baseline assessments and to start looking at trends and determining whether the national capacity to assess progress towards decent work had actually improved.

3. Presentation by the Delegation of Ukraine

Ms Solop (State Statistics Service, Ukraine) said that Ukraine, following the ILO’s methodology for measuring decent work, had published two decent work profiles, in 2011 and in 2012, and that her office would like to improve the scope of decent work indicators covered in future editions. The work conducted under the MAP project in Ukraine had been timely and had allowed the Government to examine the country's statistical base and the frequency of data collection. The national seminar for statisticians in Lviv and regional seminar in Kiev had been major events in 2012.

Most of the indicators used in Ukraine's country profile were statistical and drawn from the list recommended by the ILO. While most of the indicators had already been regularly computed from the labour force survey undertaken since 1995, some called for required special calculations. From a legal and policy perspective, the Government had done much to revise the legislation on decent work, and the country profile provided an opportunity to examine labour market trends in that context.

Moving to future indicators, Ms Solop noted that from 2014 Ukraine would be able to produce data on employees with recent job training, which could then be added to its decent work indicators. She congratulated the ILO and the MAP project on the training and capacity building events that had been organized in Ukraine, at which statisticians and policy-makers had been able to share their knowledge and experience and to discuss what statistical indicators were needed for the future. Regarding the roadmap for future activities, her office was working hard to improve the 2014 labour force survey, particularly its questions on the informal economy and on trade union membership. Ukraine was following the EU model for conducting wage surveys and was also seeking ways of improving its existing administrative records. Citing the Brazilian model as an inspiration for developing decent work indicators and assessing progress, she said that Ukraine's indicators would in future be available on the Internet, where they would always be relevant because need to have access to the data to make informed decisions.
Ms Krentovska (Ministry of Social Policy, Ukraine) reflected on the influence that decent work indicators had had on policy-making in Ukraine, pointing to certain legislative changes that she said had come about as a result of the MAP project. Most notably, reforms were under way to improve social protection, and national plans had been developed accordingly.

In 2011 the Government had adopted a programme on poverty reduction, alongside a new law to promote legal and productive employment and set prescriptions on how to regulate the labour market fairly. In 2012 the Government had adopted a new law on vocational training. She also referred to recent legislation amendments concerning the right of disabled persons to employment, and to the 2014-18 state programme on safety and health at work and the new non-discrimination and gender equality programme. Prior to the MAP project, no such policies would have been devised with the monitoring of decent work in mind, nor would their preparation have involved social dialogue. For three years Ukraine had had a tripartite council, institutionalized by presidential decree, to promote dialogue and consultation in policy-making.

Ms Krentovska also highlighted the Government’s on-going efforts to modernize the Ukrainian economy and labour market, which had involved promoting new sectoral growth, better regulating migration and creating pathways for new mothers to re-enter the labour market. In her view, the ILO’s methodology for monitoring progress on decent work in a credible and independent manner was an important resource for these efforts. Ms Krentovska concluded by drawing attention to the forthcoming third decent work country profile, which would contain additional indicators, more detailed analytical content and some national decent work targets and goals.

Ms Levytska (Confederation of Free Trade Unions, Ukraine) said that the ultimate goal of the trade union movement in Ukraine was to secure safe work and decent wages for all. The preparation of Ukraine's decent work country profiles had involved extensive consultation and had led to the establishment of a national tripartite working group dealing with the monitoring and assessment of decent work. The MAP project had shed light on the real situation in the country and had provided a baseline that had been very useful.

Mr Dovhanych (Federation of Employers, Ukraine) echoed the comments of the worker representative concerning the level of consultation and dialogue under the MAP project and expressed the hope that the findings of the country profile would lead to more informed and balanced policy-making that gave proper consideration to employers as well as workers. Ukraine's labour market was currently unbalanced, with an excess of over-qualified university graduates and a dearth of technical skills; as a result many graduates accepted jobs that were totally at odds with their formal training. Students should receive better advice on the needs of the labour market before embarking on their studies. She concluded by referring to the employers’ comments at the September 2012 Congress of Employers in Central Asia, which were available online.

4. Presentation by the Delegation of Indonesia

Mr Sumas (Ministry of Manpower and Transmigration, Indonesia) thanked the ILO for helping Indonesia to prepare its decent work country profiles. While decent work was not a new concept for policy-makers in the country (indeed, the right to a humane livelihood was enshrined in the Constitution), the MAP project had helped to build a solid basis for future monitoring of progress and for more informed policy-making and development planning.

He gave a brief description of the geography and demography of Indonesia, as well as the social and economic context for decent work as set out in its country profile He reflected briefly on the process by which indicators were selected and data compiled and on the sources from which they were drawn, before referring to the Government’s plans to develop an integrated system of decent work data (currently under discussion between Statistics Indonesia (BPS) and the Ministry of Manpower and Transmigration). That initiative would
help to coordinate the production of consistent and regular data from multiple sources (including administrative records), thus building on the work of the MAP project.

Mr Sumas concluded by giving an overview of national policies designed at accelerating progress towards decent work, focussing first on the National Midterm Development Plan (2010 to 2014) and then on specific legislative frameworks by decent work theme. Finally, he reiterated the Indonesian Government's appreciation for the MAP project, and recommended both the continued engagement of the ILO and EU in this work in the future in Indonesia, as well as the expansion of MAP-related activities to other countries around the world.

Mr Parsaulian (Confederation of Prosperity Trade Unions, Indonesia) echoed the sentiments of Mr Sumas concerning the MAP project, which he said had provided an excellent set of practical baseline data and had greatly improved social dialogue with employers. He was pleased with the overall structure of Ukraine's country profiles and with the fact they include references to the legal framework for decent work. He observed that the labour market in Indonesia consisted largely of small enterprises, many of which operated informally and were not even registered. There was a widespread lack of collective agreements in Indonesian enterprises, and the Ministry of Labour had access to far less data on enterprises than did the Ministry of Industry.

Mr Martono (Employers' Federation, Indonesia) endorsed the concept of decent work but felt that it could only be implemented within certain limits and according to each country's culture and capacities. He disapproved of the use of labour issues and concerns as political tools.

The employers of Indonesia considered decent work to be a subjective and relative concept and that its measurement must be based on national rather than international standards. He praised the work of the MAP project, in the sense that the profile had provided valuable inputs to the Decent Work Country Programme and had shed light on important issues that the country needed to confront. One such issue, the raising of the minimum wage, had led to retrenchment and social unrest. He therefore advocated a wiser rollout of the Decent Work Country Programme by the Government and a stage-by-stage implementation of the decent work agenda. The promotion of decent work ought to begin with the formal sector and include the participation of trade unions that understood fully the meaning of freedom of association and tripartite consultation.

Mr Martono remarked that, although Indonesia already had the capacity to produce a wide range of statistics, the comprehensive measurement of decent work to date had been rather limited. Indonesia had its own criteria for decent work which should be reflected in its national indicators. Moreover, he urged the ILO to refrain from pushing international standards onto developing countries and to try to understand the local context better. The employers were in favour of strong labour market statistics, but they also wanted the legal loopholes that undermined decent work to be identified.

Referring to industrial relations, he said disharmony was negatively affecting the business sector in the country, with 1.9 million people unemployed and a minimum wage system that had caused unrest. Consequently, the business environment was deteriorating, and he called upon the Government to focus its efforts on absorbing the unemployed, improving workplace skills through stronger vocational education, ensuring industrial peace and maximizing the role of tripartism in policy-making. He concluded by reiterating that the business environment was key to the achievement of decent work for all.
Session 3. Next steps for sustainability: Regional support to national actions on the measurement and monitoring of decent work

The Chairperson (Mr Diez de Medina) said that, to facilitate an informal interaction among participants, a series of round tables attended by ILO and other experts would discuss the outcomes of the MAP project in the various regions: Latin America, Africa, Asia and Europe.

Ms Pagès (MAP, ILO) gave a general presentation of main steps that had been taken at the regional level to facilitate sustainability of the process of monitoring and assessing progress at the country level. Collaboration had begun with regional institutions that had led to dynamic regional initiatives. Three points were worth recalling in terms of lessons learnt:

- The prioritization and selection of appropriate indicators was necessary to assure national ownership and feasibility. The indicators should be selected through tripartite consultation, and strong institutional coordination was essential. An important aspect of the regional initiatives was the reinforcement of regional coordination mechanisms.

- The key prerequisite for the sustainability of data collection was the conduct of regular labour force and household-based surveys comprising employment modules. It was also important to enhance the quality, coverage and frequency of data collection and to improve compliance with international statistical standards so as to ensure data comparability. Countries were encouraged to use all available information in identifying their decent work indicators, as well as to consider quality coverage and sampling issues when dealing with different sources. They were urged to broaden the scope of decent work components in their data collection instruments. Effective coordination of national statistical systems was particularly important. Regional initiatives on measuring decent work were dealing with all these issues and could provide member countries with valuable support.

- Finally, integrated information systems were essential to ensure the sustainable measurement of decent work. Under the MAP project regional events had been organized all over the world (Lima, Bangkok, Kiev, Pretoria, Addis Ababa, Dakar) at which national stakeholders and social partners had been asked to increase their efforts to harmonize the concepts of decent work, develop a common list of indicators, devise common labour-force survey questionnaires and build regional databases. The harmonization of labour market information systems had been at the heart of regional debates, in order to ensure the production of comparable data and to the possibility of compiling regional estimates. A number of initiatives in Africa, Latin America, Asia and Eastern and Central Europe were already well advanced and would be discussed in the round tables.

Round table: Latin America

Panellists: José Ribeiro, Brazil MAP coordinator; Monica Castillo, Department of Statistics, ILO; and María José González, Labour Market Observatory, Uruguay.

Mr Ribeiro (ILO, Brasília), presenting the main results of the project activities in Brazil, said that the indicators had been identified through a process of tripartite consultations. Most of them were disaggregated by race and gender and by categories and new indicators had been added on vocation training, domestic work, migrants, traditional communities, disabled workers and sustainable enterprises. Many regional workshops had been held to help states, employers and workers to prepare a conference on employment and income. Forty-five regional conferences had been held to disseminate the methodology for measuring decent work, and papers had been presented on decent work methodology, training and scientific events. National ownership of the decent work indicators and of the methodology for their
measurement had been achieved, with each state developing its own indicators. The indicators were used at the national level for policy making (decent work programme, national youth agenda, unified health system, the Brasil sem Miséria programme, vocational training, etc.) as well as in the development agenda of individual states. Finally, municipal indicators had been developed for local agendas (for instance the decent Work Agenda of São Paulo) and for designing programmes on the formalization of employment, forced labour, the agricultural sector, capacity building in the labour inspectorate, etc. The Government had decided to conduct a survey to identify people's perception of decent work and to develop qualitative indicators. In terms of sustainability and accessibility, the indicators compiled at the national, federal and municipal level were included in the database of the Brazilian Geography and Statistical Institute (IBGE) for public access.

Ms Monica Castillo (ILO, Geneva) observed that measurement issues in the Latin America and Caribbean region had been incorporated into government policies and that decent work reports were being used to design decent work country programmes. Conceptual frameworks and regional databases were being developed and, with support from the MAP project (cf. the MERCOSUR experience), work had begun on harmonizing the relevant concepts, definitions and key labour variables in order to ensure sustainability and comparability. Regional workshops had been held under the project where regional and national issues regarding the measurement of decent work and policy development could be raised. A review had been conducted of the indicators used in each country and an inventory made of regional practices. Significant progress had been made in some countries, such as Peru which developed several indicators in 2013. The areas that required ILO technical assistance included labour productivity, child labour, forced labour and employment in the informal sector, and the manuals that had been produced would help countries to implement the dimensions of decent work. The MAP project had been successful in involving the social partners, academic circles and civil society and in strengthening discussion of coordination mechanisms by ministries and statistical institutions. Looking ahead, there is a need to institutionalize these efforts and to ensure transparency.

Ms María José González (Labour Market Observatory, Uruguay), referring to the first report on decent work for Uruguay using the MAP project methodology (even though Uruguay was not a MAP country), recalled the MERCOSUR Observatory initiative aimed at the measurement of decent work. The main objective had been to develop a system of decent work indicators for MERCOSUR on the basis of a joint and comparable set of national indicators, in order to diagnose the situation in each country and in MERCOSUR generally for the benefit of policy-makers. Links involving tripartite participation had been established between the MERCOSUR Observatory and national statistical institutes. The decent work report was a public document that was available on the website of the relevant ministry in each country. The report highlighted the progress that had been made in decent work between 2006 and 2009 in the form of harmonized indicators compiled from national sources using the MAP methodology. A number of actions were planned for the future: exchange of information to extend the set of harmonized indicators, regional meetings, updated regional reports on decent work and the follow-up to the first harmonized indicators, and continuing efforts to identify indicators for inclusion and harmonization. She drew attention to some challenges that remained, such as maintaining the sustainability of the process in the light of MERCOSUR's institutional situation, and certain compatibility issues.

Participants in the round table observed that the EC operated at the regional and global level and needed to justify the complementarity of its regional and global activities with national priorities. They asked what the added value was of working at the regional level, how national capacities could be enhanced, and what the advantage was of working through regional organizations such as MERCOSUR. Given that labour force surveys were the main source of statistics on decent work, it was important to generate information on pension benefits, occupation injuries and other aspects labour. Improving administrative data
collection and enhancing countries' capacity to build solid labour market information systems was essential. They asked how the legal framework indicators were developed at the regional level (MERCOSUR experience).

The participants further noted that Brazil's experience could be useful to other countries and at the regional level and mentioned the importance of implementing regional and national initiatives together (for example, on a common sets of indicators) and of promoting a South-South exchange of information (for instance, on the development of administrative records on decent work, as in Peru). The member States of MERCOSUR were also members of the regional Observatory and could attend technical meetings of national statistical institutes. Regional integration was a slow and complex process, but the effort being made to harmonize decent work indicators was paving the way towards the pursuit of regional policies that could have a significant impact at the national level.

**Round table: Africa**


**Ms Chanda** (ILO, Lusaka), presenting the experience of Zambia, said that a national background study had been carried out to identify the decent work indicators, prior to developing the country's Decent Work Country Profile (DWCP). The main challenges were related to data scarcity and the irregularity of labour force surveys, and a strategy needed to be devised to generate regular labour market information. Zambia used various data sources, such as the population census and household surveys. She emphasised the relevance of the MAP methodology: (1) negative outcomes (for example, in the area of wages) could be addressed by using the DWCP to inform the social partners of issued that could be resolved by means of social dialogue; (2) where the outcomes were positive, the DWCP could be used a guide for action aimed at pursuing the progress made. The social partners had called for a second Decent Work Country Profile to underpin future analytical work and to provide input to the forthcoming revision of the country’s labour laws. She believed that Malawi and Mozambique would be good candidates for DWCPs as they conducted labour force surveys on a regular basis. The goal that lay ahead was to bring the outcomes of the 19th ICLS and the new resolution to the country level.

**Mr Coffi Agossou** (ILO, Pretoria) referred to the SADC initiative on the harmonization of labour market information systems (LMIS), which had permitted the identification of a list of indicators that member States would be encouraged to report on, using harmonized concepts and methodologies. Challenges identified related to the reliability, availability and coordination of data. The SADC Decent Work Programme (14 member States) included a component on LMIS. Capacity building was planned to help member States manage their labour force survey data and administrative records and covered specific dimensions such as labour migration and informal employment.

**Mr Yeo Dossina** (AUC, Statistic) referred to the Ouagadougou Declaration of heads of state and the plan of action adopted in 2004 as well as to the Malabo Declaration adopted in 2011 which called for the production of statistics on decent work. The AUC had adopted an action plan for 2012-16 aimed at harmonizing statistics in order to monitor the planned reduction of poverty and of unemployment among youth and women by 2 percentage points per year. The AUC initiative to harmonize LMIS sought to improve the quality of data in Africa, to improve coordination between statistical institutions, to enhance national data collection capacities and to facilitate evidence-based decision-making by governments and stakeholders.
A list of minimal indicators, guidance on survey instruments and some capacity-building activities had been developed.

**Mr Kalusopa** (Zambia workers' organization) mentioned that workers’ organizations in Zambia had been actively involved in the SADC initiative on monitoring decent work since 2007. One of the issues tackled had been the development of the region's labour market monitoring and tracking mechanism. The MAP had stimulated the trade union movement to collect their own data and to be part of the process. Trade unions should be involved in and contribute to data collection (for example, on membership density and affiliation).

**Round table: Asia**

Panellists: *David Williams*, ILO, MAP project coordinator in Asia; *Tite Habiyakare*, ILO, Bangkok Office; *Sharita Serrao*, United Nations, ESCAP.

**Mr David Williams** (MAP, ILO) drew attention to the sustainability issue of the MAP project in Asian countries, particularly in low-income countries. In the Philippines sustainability had been insured, and decent work indicators had already been integrated into the work the National Bureau of Statistics and into government policy briefs. In Cambodia and Bangladesh the MAP project had helped to produce a profile on decent work and to improve data collection instruments; however, there was no regular system of data collection and external donor funding would be needed for further work. An important lesson that had been learned from MAP was that the project could play a major role in improving exchanges of information and collaboration between producers and users of data for policy-making purposes.

**Ms Tite Habiyakare** (ILO, Bangkok) highlighted the key role played by regional and sub-regional bodies in helping countries to collect data and develop indicators. ASEAN held annual meetings of heads of national statistics offices and was looking at developing a system for monitoring Asian Economic Community integration policies. The strategic plan for the Community's statistical system covered many areas, including labour market statistics, and would most likely use key decent work indicators. Seven of the indicators of the monitoring system were decent work indicators. An EC project would assist the less developed countries in this work. The Secretariat for the Pacific Community was advanced in the collection of statistics and the ILO had been providing assistance to the 10-year Pacific strategy, especially the area of measurement. There was a strong programme on the Pacific Island countries. The Pacific development indicators include two clusters on employment and youth.

**Ms Sharita Serrao** (ESCAP, United Nations Regional Commission for Asia and the Pacific) mentioned the contribution made by ESCAP’s 2020 Strategy on statistics to the Decent Work Agenda. That type of regional engagement was important for sustainability. The Strategy focused on helping countries to compile a core set of statistics, which should be ready by 2020. The regional programme on population and social statistics had a technical advisory group comprising representatives of national statistical offices and development agencies. Guidelines were being produced at the regional level and countries were encouraged to take up national ownership. The aim was to add momentum to national efforts, provide tools and facilitate dialogue between stakeholders in statistics system. Decent work issues were implicitly addressed through the various regional programmes implemented by ESCAP. The ESCAP Committee on Statistics, which was the regional forum of leaders of national statistical systems, discussed issues of strategic importance for statistical development in the region. Regional positions on statistical issues could be raised to political level discussion through the ESCAP Commission, or even to the global level through the UN Statistical Commission. The statistics division at ESCAP had been working with many countries to put in place regional programmes in various areas that included population and social statistics,
economic statistics and agricultural statistics. The regional programme on population and social statistics was guided by a technical advisory group at the regional level that was composed of representatives of national statistical offices as well as experts and representatives of development agencies. A core list of indicators covered such issues as occupational safety, collective bargaining and work/life balance, particularly with regard to maternity and paternity leave. Guidelines and standards were available at the regional level to help improve the availability and quality of data. Linking national efforts with the global development of statistical standards and methodologies was crucial. Finally, South-South cooperation and triangular cooperation was key to improving ownership of the measurement of decent work.

The Ambassador of the Philippines to the EU mentioned that the outcome of the MAP project would help us promote job creation and that the ILO’s assistance in promoting interregional cooperation was greatly appreciated. Sustainability was particularly important and the idea of leveraging development programmes through ASEAN was endorsed.

Round table: Europe

Panellists: Sergiy Savchuk, ILO, Kiev; Thomas Körner, German Federal Statistical Office, Chair of the UNECE Expert Group on Measuring Quality of Employment; Johan Van der Valk, EUROSTAT, Member of the UNECE Expert Group; Greet Vermeylen, EUROFOUND, Member of the UNECE Expert Group; Nikolai Rogovsky and Monica Castillo, ILO.

Mr Sergiy Savchuk (ILO, Kiev) said that the tripartite consensus on the measurement of decent work was an open and inclusive process that led to the development of statistical and legal indicators. The MAP project had made it possible to identify the gaps in data collection and helped to improve it. He raised the matter of a single source of data, for example on death at the workplace, on life/work balance and on gender pay gaps by occupational group.

Mr Thomas Körner (German Federal Statistical Office), referring to the UNECE initiative on measuring the quality of employment, recalled that the Conference of European Statisticians had decided on a list of potential indicators in 2010; those had been discussed and analysed and country profiles had been produced. Indicator sheets had been developed in 2011. He pointed out that one really started to understand the indicators when one used them together with context indicators. Good use had been made of the ILO Manual. He emphasized that it was not the statisticians who decided on the line between good and bad jobs; rather, they selected and developed indicators and advised on context indicators that were conducive to good analysis. An innovative approach was to use both objective and subjective indicators in order to enhance one's perspective. He added that neither skills and training indicators nor work motivation and work relations had yet been included.

Mr Johan Van der Valk (EUROSTAT), a member of the Expert Group on Measuring Quality of Employment, mentioned that the UNECE initiative should as far as possible be reconciled with the new initiative on quality of life and the measurement of decent work. Quality of work was important in the EU context as the crisis had had an impact both on the number and on the quality of jobs. The aim was to make labour force surveys “fit for the future”. He welcomed the modular structure and called for cooperation with the ILO to build up decent work and quality of employment components and for the streamlining of activities to achieve greater sustainability.

Ms Greet Vermeylen (EUROFOUND) explained that her institution supported the efforts of policy-makers and social partners to improve working conditions. EUROFOUND, which had a tripartite governance board, had contributed to the quality of employment measurement framework by looking at alternative and additional elements to labour force surveys. A survey
of working conditions had been conducted every five years since 1991, most recently in 2010. The ongoing collaboration with the ILO in piloting national working conditions surveys would increase knowledge of the factors that contributed to sustainable working conditions.

Mr Nikolai Rogovsky (ILO, Geneva) invited Austria and the new EU member countries to draw up Decent Work Country Profile, as the methodology would surely be of interest to other countries in the developed world.

Ms Castillo (ILO, Geneva) mentioned the collaboration between the ILO and UNECE on the quality of employment measurement framework, reminding participants in the round table that the ILO's decent work framework included legal framework indicators.

Wrap up and closure of meeting

Panellists: Ronnie Goldberg (International Organization of Employers); André Maca (International Trade Union Confederation); Rafael Diez de Medina (ILO); Stephen Pursey (ILO); Hélène Bougade (EC/DEVCO).

Ms Goldberg observed how impressive was the influence of the MAP project, particularly in pilot-countries. In Brazil, for example, it had helped to identify gaps and had served as a catalyst in the country's progress towards decent work. All the creativity it had generated at the regional and subregional level and the potential for cross-regional cooperation was highly positive. The project had made it possible to expand and intensify social dialogue, which was very important. There remained some challenges, however. For example, enacting laws alone did not necessarily change things on the ground, as there was often a gap between legal action and implementation. Existing statistical indicators did not convey the entire picture, and additional indicators were needed to clarify the situation. The world of work was changing and the standards governing formal work might no longer be applicable. Greater flexibility might prove to be a positive feature of the labour market and therefore warranted closer attention, along with technology and innovation, skills, lifelong learning and education. The key issue was what policy-makers did with the information on decent work and how they interpreted the data in a dynamic way, as real value could only be realised if the data was translated into policy dialogue.

Mr André Maca made three points. First, individual countries had been greatly helped by the ILO's global standard framework and its supervisory machinery. Second, the importance of social dialogue in the process had been reaffirmed. Without social dialogue and policy setting by governments and the social partners, statistics alone could not bring about change. Third, the sustainability of the process constituted a key contribution to sustainable development. The decent work indicators framework therefore needed to be more ambitious, as they were also development indicators that should be included in the debate on the future development framework. The workers called on the ILO to bring them to attention of the Global Partnership for Effective Development Cooperation, whose first ministerial-level meeting would take place in Mexico in 2015.

Mr Diez de Medina (ILO, Geneva), referring to the ILO's fruitful cooperation with the EC through the MAP project and other projects such as RECAP, recalled that statistics should be clearly linked with policies in the four dimensions of decent work and through tripartism. The MAP project had helped many countries to compile a sustainable set of decent work indicators systematically and other countries should be able to follow their lead. In the future it would be important to strengthen the latter's data collection capability through establishment surveys and administrative records and that not only in developing countries
but in European countries as well. The MAP countries’ experience was rich and fruitful, and the methodology and tools developed should be mainstreamed in a large number of countries.

Ms Hélène Bourgade (EC/DEVCO) thanked the ILO, the MAP experts and the participants in the round tables, noting that the conference was timely for the EC because the outcomes of the project constituted a substantial contribution to defining the EC’s future development cooperation framework and involvement in the debate on the post-2015 agenda on sustainable development goals. There was broad consensus on the need for inclusive growth and on the central role played by decent work. The methodology developed under the MAP project would be a very useful means of moving ahead on the EC’s agenda on decent work. That implied a number of prerequisites: (i) a strong political commitment at the governmental, interministerial and interdepartmental level (Brazil’s experience was very relevant in that respect, since the Government was seeking to tackle the issue of poor workers, particularly the disparities in the quality of work from one region to another; (ii) the quality and transparency of dialogue between governments and the social partners, in which the parties agreed on common goals; (iii) the involvement of institutions dealing with labour statistics (often marginalized in EC external assistance), as data needed to be reliable, correctly analysed and brought to the attention of the political decision-makers.

She recalled that social dialogue should extend to other organizations, such as those concerned with the rights of children and of specific groups of workers; social dialogue could thus be adapted to the profile of the different countries. Instead of being confined to ministries of labour, work should also be conducted at the inter-ministerial, inter-agency and regional level. The post 2015 agenda was concerned with reconciling indicators that met countries' needs in terms of national policy, but some indicators could also serve to meet the challenge of analysing the situation at the global level.

It was important that EC/DEVCO’s development cooperation framework include helping statistical offices to undertake labour force surveys and to improve employment statistics. EC/DEVCO had selected three key sectors (energy, the private sector and agricultural/rural development) whose reform it would help to bring about. Its future project on employment impact assessments in those sectors (including quality of employment) would be using the methodology developed by the ILO/MAP. The European Commission had included decent work in its dialogue on development with countries and with the social partners, specifically on aspects related to the European values of democracy and human rights (including the abolition of forced labour, child labour and violation of basic rights).

Mr Pursey (ILO, Geneva) said that the conference had been a very rewarding exchange of ideas and recalled that having a good picture of the decent work situation in a country was important for trade unions, employers and ministries of labour and employment to provide fact-based arguments in national debates and influence government policy. The debate on the post-2015 development agenda should involve other line-ministries (education, health, etc.) as well as the ministries of labour and employment. But that posed a major challenge, as it was often not the governments that created jobs but rather the very large number of very small and mostly private employers. That said, the decent work framework did seem to be helpful in funnelling information to them, since it was a very practical process. One message from the conference was that the countries had started something that could not be stopped. In closing the conference he thanked all the participants, the ILO officials involved in the MAP project both in Geneva and in the field offices, Mr Eduard Serra and Ms Naïma Pagès, the project coordinator.
Annex 1: Agenda of the Conference

ILO/EC Project
“Monitoring and Assessing Progress on Decent Work (MAP)”

FINAL CONFERENCE
Brussels, 18-19 November 2013
Hotel Renaissance (Rue du Parnasse 19, 1050 Brussels)
Final agenda

Monday 18, November 2013

08:30-09:30 Registration (Hotel Renaissance, Room Conference x)
Separate meetings of Workers’ and Employers’ groups
Welcome coffee

09:30-10:00 Opening remarks by the ILO and the EC
Monitoring employment and decent work within development strategies: an EC perspective
Mr Nick Taylor, Head of section, Unit DEVCO B3, Employment, Social Inclusion, Migration
Measuring and monitoring decent work in the development strategies: An ILO perspective
Mr Stephen Pursey, Director, ILO/MULTILATERALS
Mr Rafael Diez de Medina, Director, ILO/STATISTICS

10:00-11:30 Employment, Decent Work and Development (high level session)
Chairperson: R. Diez de Medina, ILO/STATISTICS

Employment and Decent Work in the EC Development Strategy
Mr Klaus Rudischhauser, Deputy Director-General - Sectoral and Thematic Directorates
The post-2015 debate in the EU employment policy framework. A European perspective.
Mr Rudy Delarue, Deputy Head of Unit, External Relations, DG Employment

Employment within the Post-2015 Development Agenda
Ms Schenk-Dornbusch, German Federal Ministry for Economic Cooperation and Development (BMZ)

Employment and decent work goals and targets in the development agenda
Mr Stephen Pursey, Director, Multilateral Cooperation Department, ILO

Decent work and development: What do we know? Where do we stand? An ILO perspective
Mrs Dorothea Schmidt, Sr. Employment Specialist, Employment Policy Department, ILO

Decent work and development from the employers’ and workers’ perspective
Mr Luc Cortebeeck, International Trade Union Confederation, Deputy President, ITUC
Ms Ronnie Goldberg, US Council for International Business, IOE
### 11:30 - 12:30  
Plenary discussion

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### 14:00-18:00  
The MAP project: Main Results and Global Methodology for Monitoring and Assessing Progress on Decent Work

*Chairperson: Mr Nick Taylor, Head of section, Unit DEVCO B3*

(Plenary discussion after each presentation)

**The MAP project: main results and global methodology**

*Ms Naïma Pagès, Chief Technical Advisor MAP - ILO*

**MAP countries’ experience: Best practices and way forward**

- Country presentation of Brazil
- Country presentation of Zambia

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<td>MAP countries’ experience: best practices and way forward (continued)</td>
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### Tuesday 19, November 2013

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| 08:30-09:30 | Separate meetings of Workers’ and Employers’ groups  
Welcome Coffee |
| 09:30-12:30 | Next steps for sustainability: Regional support to national actions on the measurement and the monitoring of decent work. Round table |

*Chairperson: Mr. Rafael Diez de Medina, Director, ILO/STATISTICS*

(Plenary discussion after each group presentation)

**General presentation:** Actions for sustainability: lessons learned from MAP project, Naima Pagès, ILO

**Latin America:** Mr Ribeiro José (ILO, Brasilia), Monica Castillo (ILO, Geneva) and Ms María José, Gonzalez Observatorio del Mercado de Trabajo, Uruguay (MERCOSUR)

**Africa:** Ms Belinda Chanda (ILO, Lusaka), Mr Coffi Agoussou (ILO, Pretoria), and Mr. Yeo Dossina Chief of the Statistical Department, African Union Community

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**Asia:** Tite Habiyakare (ILO Bangkok), David Williams (ILO, Geneva), Ms. Sharita Serrao, Population and Social Statistics Section, Statistics Division UN ESCAP and Agus Sutanto, Sr Officer Statistics AIMO-ASEANStats.

**Europe:** Mr Nikolai Rogovsky (ILO, Geneva), Mr Sergiy Savchuk (ILO, Kiev), Ms Monica Castillo (ILO, Geneva), Mr Thomas Körner, Federal Statistical Office (Experts Group on Measuring Quality of Employment), Mr Johan van der Valk, Eurostat and Greet Vermeylen, Eurofound.

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<th>Time</th>
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| 12:30-13:30 | Wrap-up and closure of meeting  
Ms Ronnie Goldberg, US Council for International Business, IOE |
Mr Luc Cortebeeck, International Trade Union Confederation, ITUC
Mr. Rafael Diez de Medina, Director, ILO/STATISTICS
Mr. Stephen Pursey, Director, ILO/MULTILATERALS
Ms. Hélène Bourgade, Head of Unit EC/DEVCO B3, Employment, Social Inclusion, Migration

13:30-14:30 Lunch

14:30-17:30 Bilateral dialogue ILO/EC
(ILO officers and EC representatives from geographical and thematic sectors)
Annex II: Participants

ILO/EC Project
“Monitoring and Assessing Progress on Decent Work (MAP)”

FINAL CONFERENCE

Brussels, Hotel Renaissance, 18-19 November 2013

MAP COUNTRIES, REGIONAL PARTNERS, ITUC and IOE

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<tr>
<td>Brazil</td>
<td>Ms</td>
<td>ARRUDA MARQUES</td>
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<td>Workers</td>
<td>Instituto Observatório Social / Central Única dos Trabalhadores (IOS/CUT-SP)</td>
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<td>Brazil</td>
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<td>International Trade Union Confederation</td>
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<td>Mr</td>
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EC DEVCO and DG Employment Directorates and Units, Permanent missions to the EU of MAP project countries and EU member states’ permanent representations

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<td>Ralph</td>
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<td>EC DEV/CO B3 - Employment, Social Inclusion, Migration</td>
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<tr>
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<td>Jonathan</td>
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