

WP.265

SECTORAL ACTIVITIES PROGRAMME

Working Paper

Guide for social dialogue in the tourism industry

by Dain Bolwell and Wolfgang Weinz

Working papers are preliminary documents circulated
to stimulate discussion and obtain comments

**International Labour Office
Geneva
October 2008**

Copyright © International Labour Organization, 2008

First published: 2008

Publications of the International Labour Office enjoy copyright under Protocol 2 of the Universal Copyright Convention. Nevertheless, short excerpts from them may be reproduced without authorization, on condition that the source is indicated. For rights of reproduction or translation, application should be made to ILO Publications (Rights and Permissions), International Labour Office, CH-1211 Geneva 22, Switzerland, or by email: pubdroit@ilo.org. The International Labour Office welcomes such applications.

Libraries, institutions and other users registered with reproduction rights organizations may make copies in accordance with the licences issued to them for this purpose. Visit www.ifrro.org to find the reproduction rights organization in your country.

Dain Bolwell and Wolfgang Weinz

Guide for social dialogue in the tourism industry/International Labour Office, ILO Sectoral Activities Programme – Geneva: ILO, 2008

pp.

ISBN: 978-92-212164-76

International Labour Office: Sectoral Activities Programme

guide/social dialogue/industry level/enterprise level/tourism/hotel industry/catering

13.06.1 *ILO Cataloguing in Publication Data*

The designations employed in ILO publications, which are in conformity with United Nations practice, and the presentation of material therein do not imply the expression of any opinion whatsoever on the part of the International Labour Office concerning the legal status of any country, area or territory or of its authorities, or concerning the delimitation of its frontiers.

The responsibility for opinions expressed in signed articles, studies and other contributions rests solely with their authors, and publication does not constitute an endorsement by the International Labour Office of the opinions expressed in them.

Reference to names of firms and commercial products and processes does not imply their endorsement by the International Labour Office, and any failure to mention a particular firm, commercial product or process is not a sign of disapproval.

ILO publications and electronic products can be obtained through major booksellers or ILO local offices in many countries, or direct from ILO Publications, International Labour Office, CH-1211 Geneva 22, Switzerland. Catalogues or lists of new publications are available free of charge from the above address, or by email: pubvente@ilo.org.

Visit our web site: www.ilo.org/publns.

Printed in Switzerland

Preface

The hotel, catering and tourism (HCT) sector is one of the world's major growth industries. It creates millions of jobs and is of central importance to the economy of many developing and developed nations. However the HCT sector is often characterized by low pay, difficult working conditions and many clandestine jobs. In many countries tourism contributes to the exploitation of child labour and of women, local communities often derive little benefit from the industry and it can have significant negative environmental impacts.

In many ways the issues in the HCT industry have grown more acute. This guide is a contribution to help solve its problems now and in the future – through social dialogue that builds on openness, trust and the involvement of the main stakeholders in the industry. This publication is designed to help and enable policy-makers, trainers and practitioners among the ILO constituents to understand, promote and facilitate social dialogue in the HCT sector.

This guide is based on recommendations of ILO tripartite meetings and is part of the ILO's commitment to the industry.¹ It reflects other (bilateral) discussions and consensus with other international organizations and industry representation. These discussions indicate that sustainable growth is only possible with greater social dialogue as a central means of providing longer term and country-specific remedies and strategies.

However, the sector faces many problems – especially those relating to representation of its workers, to communication between workers and management, and to working conditions. The HCT sector is atypical in its working hours, seasonality and pay. Generally it has a low union density. Nevertheless it is a driver of economic growth, especially in many developing countries. Accordingly, there is a need to promote vocational training, improved working conditions and stable labour relations to enable the industry to continue its sustainable growth for the benefit of employers, workers and government – and for those people who depend on the industry – as well as for the world economy.

The social issues in this sector include the high participation levels of women, young people and migrant workers, who often lack opportunities and voice, as well as marginalized workers with low-skill levels and children in potentially hazardous work. These issues make the HCT sector ideal for addressing employment and development challenges such as gender promotion, youth employment, migrant labour and child labour – all of which are at the heart of the ILO's Decent Work Agenda. This is also true for issues such as the high rate of undesired part-time, temporary, casual and seasonal employment, the increasing rate of subcontracting and outsourcing that threatens working conditions, and the low rate of unionization in the sector.

Lastly, the sector is special in its relationship to globalization. The consumer of its services travels to where the services are generated, unlike most other sectors where the product is delivered to the consumer, remote from the product's origin. It is this direct, local relationship that can be a force for change.

¹ See <http://www.ilo.org/public/english/dialogue/sector/techmeet/tmhct01/index.htm>.

Why social dialogue

Social dialogue is particularly important to the HCT industry, which is so critical to employment and economic development. In general, social dialogue in the sector is at a low ebb and this is reflected in the myriad of issues it faces. There is a great need to promote consensus building and democratic involvement within the industry at all levels. These involve not only the global and regional levels, but also national, industry and enterprise levels as well as the workplace itself.

Because the HCT sector is in effect a labour-intensive interface between service providers and customers, it is essential that such a quality-driven service be based on good management–labour relations at the workplace.

This democratic involvement includes not only social dialogue to achieve decent and productive work in conditions of freedom, equality, security and human dignity. It also includes all types of negotiation, consultation and exchange of information between governments, employers and workers on issues of common interest, such as economic policy, industry and human resource strategies and risk management. Successful social dialogue structures and processes can resolve economic and social issues, encourage good governance, advance social and industrial stability, and boost economic progress.

ILO commitment

Tripartism and social dialogue are integral parts of decent and productive work, for all women and men, and are essential channels to achieve it “in conditions of freedom, equity, security and human dignity”. A resolution concerning tripartism and social dialogue was adopted at the 90th Session of the International Labour Conference in 2002. It invited governments of member States “to ensure that the necessary preconditions exist for social dialogue, including respect for the fundamental principles and the right to freedom of association and collective bargaining, a sound industrial relations environment, and respect for the role of the social partners” in achieving employment goals and improving social protection.

The ILO is committed to decent work, sustainability and growth in this sector. Tripartite meetings on human resource development, employment and globalization in the HCT sector have brought together representatives from governments, employers’ and workers’ organizations. Proposals for action by ILO constituents have been adopted, as well as measures to promote employment in the sector during the low season, to improve occupational equality for men and women, and to improve occupational health and safety.

Elizabeth Tinoco
Chief, Sectoral Activities Branch
ILO
Geneva
August 2008

Contents

	<i>Page</i>
Preface.....	iii
Glossary.....	ix
Abbreviations	xi
1. Introduction.....	1
Purpose of the guide.....	1
How the guide came about.....	1
Why the tourism industry.....	1
Why social dialogue.....	2
ILO commitment.....	2
Industry scope and definitions	3
Global status and growth.....	3
Tourism and the world economy	4
Hotels	5
Regional status and growth	5
National examples.....	5
Key issues	6
Globalization challenges	7
Risks to growth	7
Staff retention needs.....	7
Staff development and service quality	8
Information technology.....	8
Developing countries and poverty reduction	9
Sustainability and social dialogue.....	9
Child labour	10
Migrant workers.....	11
Women.....	11
Work organization.....	11
Worker representation.....	12
2. ILO policy	14
Globalization.....	14
Employment creation and working conditions	16
Human resource development.....	17
Social dialogue.....	17

	Role of the ILO	18
3.	Social dialogue	20
	What is social dialogue?.....	20
	The ILO and social dialogue	20
	ILO Conventions and Recommendations	21
	Benefits of social dialogue	22
	How it can be initiated	23
	In what form?	23
4.	Steps to effective social dialogue	24
	Levels	24
	Aims	24
	Issues	24
	Steps	26
	Step 1. Establishing the institutional and legal framework	26
	Step 2. Identifying the social partners and participants	28
	Step 3. Identifying social dialogue events and issues	29
	Step 4. Identify skilled facilitators	30
	Step 5. Promoting a common understanding of social dialogue	31
	Step 6. Setting the agenda	32
5.	Social dialogue at the national level.....	34
	Developing an HCT national plan.....	34
	SWOT	34
	Building on strengths	35
	Minimizing weaknesses	35
	Exploiting opportunities	36
	Averting threats	37
	Other approaches.....	37
	Building trust and democracy	39
	Human resource development strategy	39
	Vocational training.....	41
	Occupational safety and health	42
	Sustainability	44
6.	Social dialogue at the enterprise level.....	45
	Ownership	45
	Structures: Works Councils.....	45
	Small and medium-sized enterprises	46
	Workers' representation	46
	Setting up	47

Meeting alternatives	48
Problem-solving methods	48
Plan and agree the brainstorming aim	48
Manage the actual brainstorming activity	49
Implement the actions agreed from the brainstorming.....	49
Human resource development.....	49
Occupational safety and health	50
Efficiency	51
Sustainability.....	51
Redundancy.....	52
Consult early	52
Avert	52
Minimize	52
Criteria	53
Collective bargaining	53
Key considerations.....	54
7. Additional information.....	55
Top ten facilitation tips	55
Top ten facilitation faults	56

Appendices

I. Human Resources Development Convention, 1975 (No. 142).....	59
II. Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144).....	61
III. Working Conditions (Hotels and Restaurants) Convention, 1991 (No. 172)	63
IV. Consultation (Industrial and National Levels) Recommendation, 1960 (No. 113).....	65
V. Tripartite Consultation (Activities of the International Labour Organisation) Recommendation, 1976 (No. 152).....	66
VI. Working Conditions (Hotels and Restaurants) Recommendation, 1991 (No. 179).....	68
VII. Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998 (No. 189)....	70
VIII. UN resolution on Global Code of Ethics for Tourism	78
IX. UNWTO Global Code of Ethics for Tourism, 1999	79
X. Davos Declaration: Climate change and tourism.....	84

Glossary

Key terms

*Collective bargaining*¹ involves negotiation to reach agreement between employers' and workers' organizations on relevant matters, usually involving wages and conditions of work.

Consultation is a form of social dialogue that is midway between information sharing and negotiation. During consultative meetings, the government or one of the social partners provides information to the other(s) on proposed policies or actions it intends to undertake. The representatives who provide the information, usually the government or employer, then seek the views of the other representatives on the proposal. Their views are then taken into account in refining the policy or action proposed. It is this commitment to take views into account that distinguishes consultation from simple information-sharing. However, consultation is not negotiation in that there is no commitment to seek agreement on a final proposal that is endorsed by either social partner or the government.

A *Convention* is an international labour standard that becomes a treaty in international law when a specified number of governments have ratified it. ILO member States that have ratified it are legally obligated to apply its provisions. Ratification of a Convention is voluntary. Conventions that have not been ratified by member states have the same legal force as Recommendations. Governments are required to submit reports detailing their compliance with the obligations of the Conventions they have ratified. See also Recommendation.

Competency means a skill performed to a specific standard under specific conditions. Competency-based training (CBT) is opposite to the concept of time-based learning.

Corporate social responsibility (CSR) is the commitment of businesses to sustainable economic development by working with employees, their families, the local community and society to make improvements that are good for business and for people. It has also been defined by the European Union as "a concept whereby companies integrate social and environmental concerns in their business operations and in their interaction with their stakeholders on a voluntary basis". Businesses that practise CSR go beyond what is required under the law to achieve sustainability.

Decent work means work that is productive, that delivers a fair income, workplace security and social protection for families, better prospects for personal development and social integration, freedom for people to express their concerns, organize and participate in the decisions that affect their lives and equality of opportunity and treatment for all women and men. The promotion of decent work is the central objective of the ILO.

Negotiation is a process by which two or more parties seek common ground on an issue disputed between them in order to reach an agreement that will be honoured by all the parties concerned.

¹ ILO Convention No. 154 and Recommendation No. 163 spell out ways of promoting collective bargaining and highlight the responsibility of governments to create an enabling environment for collective bargaining and social dialogue to occur.

A *Recommendation* is an international labour standard, but without the binding force of a Convention, and is not subject to ratification by member States. A Recommendation may be adopted at the same time as a Convention on the same topic, with more detailed provisions or adopted separately, to address issues not covered by, or unrelated to a Convention.

Social dialogue includes all types of negotiation, consultation and exchange of information between governments, employers and workers on issues of common interest. The goal is to promote consensus building and democratic involvement within the world of work.

The *social partners* are the employers' and workers' organizations whose representatives who take part in social dialogue, together or with the involvement of government representatives. The common interest of the social partners is in the economic prosperity of the firm, industry or national economy in the context of their representation.

Tourism is travel for predominantly leisure purposes or the provision of services to support this leisure travel. The United Nations World Tourism Organization defines tourists as people who "travel to and stay in places outside their usual environment for not more than one consecutive year for leisure, business and other purposes not related to the exercise of an activity remunerated from within the place visited". Tourism has become a popular global leisure activity.

Union density is the percentage of union members compared with the total workforce in an enterprise, industry or country. Some national laws require a minimum union density before a union can have full representation and negotiation rights.

Abbreviations

ADS	approved destination status
CBT	competency-based training
CSO	community sector organization
CSR	corporate social responsibility
ETLC	European Trade Union Liaison Committee on Tourism
GATS	General Agreement on Trade in Services
GDP	gross domestic product
GHG	greenhouse gas
GRI	Global Reporting Initiative
HCT	hotel, catering and tourism
HRD	human resource development
ILO	International Labour Office or International Labour Organization
IMF	International Monetary Fund
IT	information technology
IH&RA	International Hotel and Restaurant Association
ITF	International Transport Workers' Federation
IUF	International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Association
MDGs	Millennium Development Goals
MNEs	multinational enterprises
NGO	non-governmental organization
PRSP	Poverty Reduction Strategy Paper
SMEs	small and medium-sized enterprises
UNCTAD	United Nations Conference on Trade and Development
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNI	Union Network International
UNWTO	United Nations World Tourism Organization
UWFCL	unconditional worst forms of child labour
WFCL	worst forms of child labour
WTO	World Trade Organization
WTTC	World Travel and Tourism Council

1. Introduction

The hotel, catering and tourism (HCT) sector is one of the world's major growth industries. It creates millions of jobs and has a central importance to the economy of many developing and developed nations. However the HCT sector is often characterized by low pay, difficult working conditions and many clandestine jobs. In many countries tourism contributes to the exploitation of child labour and women, local communities often derive little benefit from the industry and it can have significant negative environmental impacts.

Further, in the past several years the HCT sector has been dramatically affected by several major events, including major terrorist attacks, tsunamis and hurricanes, record oil prices, a major focus on the effects of global warming and the commercial introduction of super jumbo airliners.



Purpose of the guide

In many ways the issues in the HCT industry have grown more acute. This guide is a contribution to help solve its problems now and in the future – through the social dialogue that builds on openness, trust and the involvement of the main stakeholders in the industry. This guide is designed to help and enable policy-makers, trainers and practitioners of the ILO constituents to understand, promote and facilitate social dialogue in the HCT sector.

How the guide came about

This guide is based on the recommendations of ILO tripartite meetings and is part of ILO's commitment to the industry.¹ It follows other (bilateral) discussions and consensus with other international organizations and industry representation. These discussions indicate that sustainable growth is only possible with greater social dialogue as a central means of providing longer term and nation-specific remedies and strategies.

Why the tourism industry

The tourism² industry is one of the largest and most dynamic in today's global economy. As at the end of 2007 the industry³ accounted for 10.3 per cent of global gross domestic product (GDP). But not only is it a large and fast-growing industry. The sector is itself human-resource intensive and therefore a major generator of jobs in most economies. Further, one job in the direct tourism industry creates roughly one and a half additional (indirect) jobs in the wider related economy. In fact the industry creates more than 230 million direct and indirect jobs, which represent some 8 per cent of the entire global workforce.

¹ See <http://www.ilo.org/public/english/dialogue/sector/techmeet/tmhct01/index.htm>.

² Note: Figures include travel. Travel and tourism is wider than, but overlaps the HCT sector.

³ Note: as for 1 above.

However, the sector faces many problems – especially poor representation of its workers, poor communications between workers and management, and often poor working conditions. The HCT sector is atypical in its working hours, its seasonality and its payment of remuneration. Generally it has a low union density. Nevertheless it is a driver of economic growth, especially in many developing countries. Accordingly, there is a need to promote vocational training, improved working conditions and stable labour relations generally to enable the industry to continue its sustainable growth for the benefit of employers, workers and government – and for those people who depend on the industry – as well as for the world economy.

The social issues in this sector include the high density of women, young people and migrant workers, who often lack opportunity and voice, as well as marginalized workers with low skill levels and children in potentially hazardous work. These issues make the HCT sector ideal for addressing employment and development challenges such as gender promotion, youth employment, migrant labour and child labour – all of which are at the heart of the ILO’s Decent Work Agenda. This is also true for issues such as the high rate of undesired part-time, temporary, casual and seasonal employment, the increasing rate of subcontracting and outsourcing that threatens working conditions, and the low rate of unionization in the sector.

Lastly, the sector is special in its relationship to globalization. The consumer of its services travels to where the services are generated, unlike most other sectors where the product is delivered to the consumer, remote from the product’s origin. It is this direct, local relationship that can be a force for change.

Why social dialogue

Social dialogue is particularly important to the HCT industry, which is so critical to employment and economic development. In general, social dialogue in the sector is at a low ebb and this is reflected in the myriad of issues it faces. There is a great need to promote consensus building and democratic involvement within the industry at all levels. These involve not only the global and regional levels, but also national, industry, and enterprise levels as well as the workplace itself.

Because the HCT sector is in effect a labour-intensive interface between workers and customers, a quality-driven service based on good management–labour relations at the workplace is essential.

This democratic involvement includes not only social dialogue to achieve decent and productive work in conditions of freedom, equality, security and human dignity. It also includes all types of negotiation, consultation and exchange of information between governments, employers and workers on issues of common interest, such as economic policy, industry and human resource strategies and risk management. Successful social dialogue structures and processes can resolve economic and social issues, encourage good governance, advance social and industrial stability and boost economic progress.

ILO commitment

Tripartism and social dialogue are integral parts of decent and productive work, for all women and men, and are essential channels to achieve it “in conditions of freedom, equity, security and human dignity”. A resolution concerning tripartism and social dialogue was adopted at the 90th Session of the International Labour Conference in 2002. It invited governments of member States “to ensure that the necessary preconditions exist for social dialogue, including respect for the fundamental principles and the right to

freedom of association and collective bargaining, a sound industrial relations environment, and respect for the role of the social partners” in achieving employment goals and improving social protection.

The International Labour Organization (ILO) is committed to decent work, sustainability and growth in this sector. Tripartite meetings on human resource development, employment and globalization in the HCT sector have brought together representatives from governments, employers’ and workers’ organizations. Proposals for action by ILO constituents have been adopted as well as measures to promote employment in the sector during the low season, to improve occupational equality for men and women and to improve occupational health and safety.

Industry scope and definitions

The ILO definition of the HCT industry refers to

- hotels and other temporary lodgings;
- restaurants, bars, cafes and canteens;
- travel agencies, tourism information offices and tourist guides; as well as
- conference and exhibition centres.

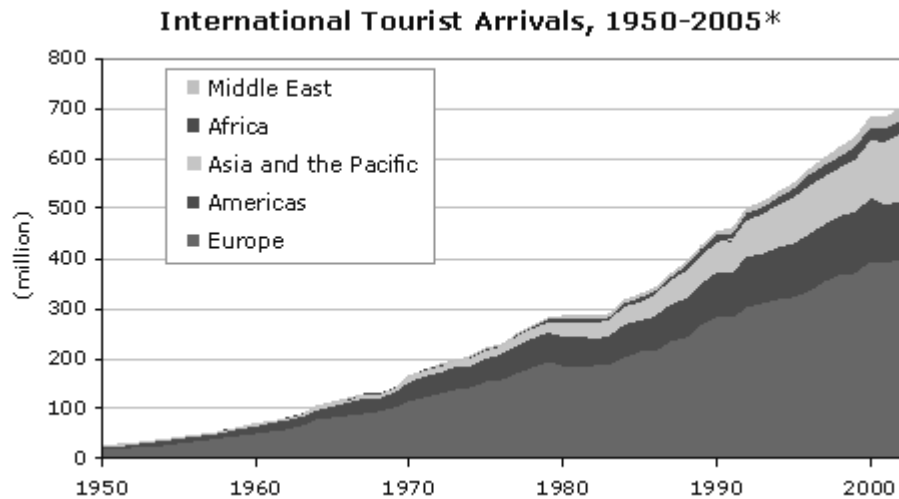
Global status and growth

It is tourism that drives the wider HCT sector. The substantial growth of tourism marks it as one of the most remarkable economic and social phenomena of the past century.

The number of international arrivals rose from only 25 million international arrivals in 1950 to an estimated 806 million in 2005. This is an average annual growth rate of 6.5 per cent. In 2006, there were over 842 million international tourist arrivals. By 2020 that figure is forecast at 1.6 billion in 2020. ⁴

⁴ Source: UNWTO.

Figure 1. World tourism 1950–2005 ⁵



Tourism and the world economy

International tourism receipts in 2003, expressed in United State dollars, were approximately 6 per cent of worldwide exports of both goods and services. Tourism exports were nearly 30 per cent of services exported in 2003.

2003

World Exports of merchandise and commercial services (Balance of Payments, Goods and Services Credit)

	US\$ billion	Share (%)	Share (%)
Total	9,089	100	
Merchandise exports	7,294	80	
Agricultural products	674	7	
Mining products	960	11	
Manufactures	5,437	60	
Other	223	2	
Commercial services	1,795	20	100
Transportation	405	4	23
Travel	525	6	29
Other	865	10	48

Source: World Trade Organization, World Tourism Organization

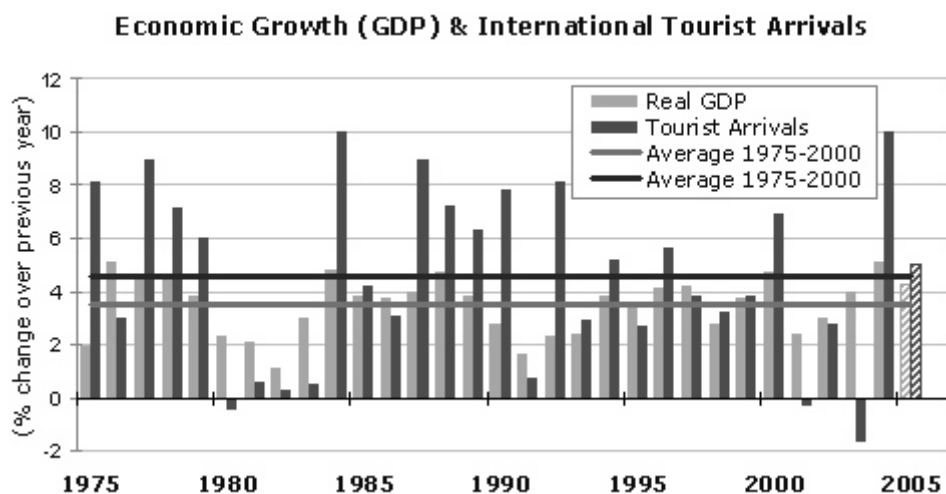
(See UNWTO web site www.unwto.org/facts/menu: Tourism and the world economy.)

Tourism demand depends strongly on the economic conditions in major markets. When economies grow, levels of disposable income usually also rise. A large part of discretionary income is typically spent on tourism, in particular in the case of emerging economies. A tightening of the economic situation usually results in a decrease of tourism spending.

However, the growth of international tourism arrivals swings more extremely than growth of economic output in GDP. In years when world economic growth exceeds 4 per cent, the growth of tourism volume tends to be even higher. When GDP growth falls below

⁵ Source: UNWTO web site, at <http://www.unwto.org/facts/menu.html>: Historical perspective of world tourism

2 per cent, tourism growth tends to be even lower. In the period 1975–2000, tourism increased at an average rate of 4.6 per cent a year and GDP at 3.5 per cent. That is, tourism grew on average 1.3 times faster than GDP.



Source: UNWTO; IMF (see UNWTO web site, at www.unwto.org/facts/menu: Tourism and the world economy).

Hotels

Large, United States-based hotel chains are increasing their share of the industry. The ILO’s HCT sector web site provides up to date details on social and labour issues in hotels and hotel chains (see www.ilo.org/public/english/dialogue/sector/sectors/tourism/emp-hotel.htm).

Regional status and growth

Asia and the Pacific has been steadily increasing its market share of tourism at the expense of more traditional regional destinations. As illustrated in figure 1, from 1950 to 2005, tourism to new destinations steadily increased market share, while more mature regions such as Europe and the Americas grew less quickly. Growth was particularly strong in Asia and the Pacific (an average 13 per cent each year) and in the Middle East (10 per cent), while Europe (6 per cent) and the Americas (5 per cent), grew at slightly below the world’s average growth of 6.5 per cent. Europe’s world share has declined by over ten percentage points since 1950, whereas the Americas lost 13 percentage points. The Americas’ performance has been most affected by the declines of recent years. Europe and the Americas were the main tourist-receiving regions between 1950 and 2000. Both regions represented a joint market share of over 95 per cent in 1950, 82 per cent 40 years later and still 76 per cent in 2000.

National examples

Larger countries tend to have the biggest workforces in the HCT industry. However there are exceptions. The countries expected to generate the most employment in the related tourism and travel economy in absolute terms by the year 2017 include many with high populations such as China, India, Indonesia, United States and Brazil. As shown

below,⁶ Spain is notable as its population was only about 45 million in 2007, but it had large absolute numbers employed in the related economy.

Top ten countries: Tourism and travel employment projected to 2017

	Country	Industry jobs 2017	Population 2007
1.	China	75.0 million	1 321 million
2.	India	28.0 million	1 169 million
3.	United States	16.0 million	303 million
4.	Japan	9.4 million	127 million
5.	Brazil	7.7 million	187 million
6.	Indonesia	6.8 million	231 million
7.	Mexico	5.4 million	106 million
8.	Germany	4.9 million	82 million
9.	Spain	4.8 million	45 million
10.	Thailand	4.7 million	62 million

On a relative scale, countries expected to grow their tourism and travel demand most rapidly between 2007 and 2017 are shown below.⁷ Notably they include several developing countries. While these projected growth rates in some cases are from a small base, they nevertheless illustrate the economic potential of the industry for developing countries.

Top ten countries: Tourism and travel demand projected 2007–17

		Percentage real growth each year
1.	China	9.1
2.	Montenegro	8.6
3.	India	7.9
4.	Croatia	7.8
5.	Democratic Republic of the Congo	7.8
6.	Viet Nam	7.5
7.	Romania	7.4
8.	Namibia	7.1
9.	Hong Kong	7.0
10.	Chad *	7.0

* Special Administrative Region of China, but treated separately in China tourism statistics.

Key issues

Many of the key issues facing the HCT sector directly relate to some of the major trends of recent years. However many are long-term, chronic issues that have yet to be

⁶ Source: WTTC.

⁷ Source: WTTC.

resolved in many countries. They relate especially to productivity, human resource practices, safety and social protection.

Globalization challenges

By its very nature, the HCT industry is at the leading edge of the globalization phenomenon. Because it involves the intermingling of different cultures, it can promote peace and understanding. Because it is widespread and a major growth industry, it can help alleviate poverty in developing countries. However, the cheap international air transport that has facilitated the industry has itself two significant concerns – the rising cost of fuel, and its contribution to global warming.

The application of the WTO's General Agreement on Trade in Services (GATS) has been widely endorsed in the sector and has facilitated industry growth in recent years. However the increasing domination of major international hotel chains in the industry, plus the ease of hotel chain buyouts by even larger conglomerates means that control of the industry is becoming increasingly remote from the workplace, from destinations and from competition. Developing countries, too, benefit less from such ownership concentration because much of the profit leaves the country. International and national-level social dialogue can help address the challenges of globalization.

Risks to growth

The long-term growth of the sector is based on continuing world economic growth. While this has been reasonably consistent over the last 60 years, it is seriously affected by economic downturns. For example the oil crisis of the late 1970s, the Asian crisis of 1997, and the post-September 2001 downturn all impacted significantly on the industry. Further, there have been other significant low-frequency, high-impact events such as the Severe Acute Respiratory Syndrome (SARS) in 2003, the tsunami that affected resorts in Thailand, Sri Lanka and the Maldives in 2004.

The threat of a bird flu pandemic in 2005–06, and the terrorist bombings in Bali (2002), Madrid (2004) and London (2005) all affected growth. Growth will also be affected in future by sustainability factors associated with the environment – the carbon emissions of air travel, rising sea levels, the loss of snowfields and glaciers – as well as it always is, by the threat of conflict. Both crisis risk management and the promotion of sustainability should be discussed with the social partners to ensure good outcomes.

Staff retention needs

The nature of the HCT industry tends to work against the retention of experienced staff. Its seasonality in most destinations means that the workforce must be adjusted on a monthly or seasonal basis, its often unsocial hours lead to recruitment and retention of many staff with less immediate family commitments, such as young people. Both its seasonality and unsocial hours lead to part-time and casual work – and therefore work insecurity, lack of time for training, poorer career structures and a weaker staff commitment to the enterprise and industry. Lastly, while large multinationals are increasing their share of the sector, much of the industry (up to 80 per cent in 2005) is still composed of small and medium-sized enterprises (SMEs) that lack the facilities, money and skills to train and retain good staff. The resolution of these issues centres on decent work, vocational training and rational career structures. Social dialogue is crucial to making the right decisions in this area.

Staff development and service quality

Especially because the industry is people-oriented, developing and retaining staff with such skills is critical to business success. If customers are treated poorly in a hotel, restaurant or in a tour group, they are unlikely to return and will also tell their friends of bad experiences.

Staff development also relates crucially to good labour–management relations at the enterprise and workplace. Only if such relations are established can staff feel involved in the enterprise and have an understanding of its key priorities as they relate to their own work. With a consultative arrangement in place, staff can help develop better vocational training and ways can be worked out to deliver it. Delivery can be both in-house and as part of an industry-wide programme.

Vocational training, staff development and structured labour relations are the three key interrelated factors that produce staff commitment to the enterprise.

Such needs are underlined in the Asia and the Pacific region,⁸ for example, where low worker commitment and a shortage of skills are the most frequently cited problems facing the industry according to employers and industry practitioners. This largely results from problems of education and training. According to an ILO report,⁹ many employees lack interest in their job, have no business direction and demonstrate little initiative. Turnover rates are high. In most countries in the region there are many skill shortages ranging from fast-food cooks, waiting staff and bar attendants to chefs. Management-level skills too, are especially lacking in many countries, and a shortage of those with leadership qualities is a common problem in most destinations.

Inadequate foreign language skills among guest-contact staff is a recurrent theme for most destinations in Asia and the Pacific. First mention was made in almost all destinations of the need for workers to be able to operate in English. However, Asian languages are becoming increasingly important. Languages mentioned included Mandarin Chinese, Japanese, and Russian.¹⁰

Information technology

Information technology (IT) skills and coverage are issues because the globalized industry now depends on IT for much of its administration, business and marketing. The use of IT has radically changed the industry over the past two decades. Not only can bookings and reservations be made instantly from anywhere, destination information is ubiquitous, site search engines provide instant cost-comparisons for consumers, and niche packages have proliferated. Internet access also means that virtual tours of destinations can be made before booking.



⁸ See ILO Sectoral Working Paper No. 204: *Employment and human resources in the tourist industry in Asia and the Pacific – Background paper for the Tripartite Regional Meeting*, Bangkok, Thailand, 2003, at <http://www.ilo.org/public/english/dialogue/sector/papers/tourism/wp204.pdf>.

⁹ *ibid.*

¹⁰ *ibid.*

Because companies in the sector have been strongly affected by rapid introduction of this new technology, the nature, content and number of jobs in tourism-related activities have changed drastically. Online booking accounts for 20 per cent of travel booking in Europe and an even higher figure in North America.

While accessible web sites for individual enterprises are a basic requisite, web links to major travel agency search engines are increasingly important to generate business. This means that the industry needs IT skills of increasing quality and quantity. While most guest-contact staff have had to be proficient in basic administrative IT skills for some time (for example for reservations, registration and billing of guests), marketing and packaging of attractions and reservations, as well as for financial and human resource analysis is increasingly the competitive norm. While it is possible for some of this to be outsourced to international IT centres, local knowledge of the destination is needed to ensure accurate and timely information.

Developing countries and poverty reduction

The growing significance of tourism to developing countries is closely linked to the role of employment in promoting the Millennium Development Goals (MDGs), and especially the employment and poverty reduction component of: “Eradicate extreme poverty and hunger” (MDG 1); “Promote gender equality and empower women” (MDG 3); and employment aspects of “Ensure environmental sustainability (MDG 7)”.

Many developing countries have targeted tourism to boost economic growth. In fact, according to UNCTAD and the UNWTO, tourism is the only major sector in international trade in services in which developing countries have consistently had surpluses. Developing countries accounted for nearly 30 per cent of world tourism receipts by the mid-1990s. For least developed and island developing countries, tourism is one of the few options, if not the only one, for export-oriented development in the medium term.¹¹ While the sustainability of tourism services in developing countries is critical, its efficiency is no less a concern. The importance of transport services, especially by air, is one main factor in efficiency. Access to IT services for marketing, booking and communications is also especially significant if there is to be real growth. Lastly, there needs to be people with IT, managerial and client-centred skills to make the industry a success.

The strategically important question is how to move from niche tourism to mainstream tourism for development. Developing countries should highlight the sector in their national Poverty Reduction Strategy Papers (PRSPs) and financing institutions need to recognize the impact of tourism in their support strategies, which requires the involvement of all stakeholders through a meaningful social dialogue.

Sustainability and social dialogue

Climate change due to global warming has enormous implications for the HCT industry. The forecast rise of sea levels alone threatens most low-lying beach resorts in the longer term. Destinations that depend on reliable snowfalls for recreation such as Austria and Switzerland already began to feel the potential loss to the economy in the winter of 2006–07 when low-lying ski resorts lacked the snow to make them viable for much of the season.

¹¹ Source: UNCTAD, at www.unctad.org/Templates/webflyer.asp?docid=3243&intItemID=2024.

However, sustainability is also threatened by success. The United Nations Scientific, Educational and Cultural Organization (UNESCO) World Heritage Sites and other important attractions have a continuing concern about the damage that large numbers of visitors can do to historic venues. To prevent such damage requires consultation, coordinated planning and knowledgeable implementation by all those involved in the industry. This means that social dialogue is needed to make tourism sustainable.

Health and safety

Health and safety issues can affect individual enterprises or can be catastrophic to the whole industry. Salmonella food poisoning, hotel fires, the results of terrorism and conflict, epidemics and natural disasters are real threats that imply the need for risk and crisis management measures. For the workforce in individual enterprises, burns related to cooking and carrying hot foods and liquids are common health and safety issues, drownings of children in hotel pools still occur, and there are risks of injury and death to both guests and workers in most forms of alpine and adventure tourism. Joint risk management approaches consulted through social dialogue are effective in minimizing such hazards. This is because they involve the views of those who understand and implement the health and safety measures.

Child labour

Child labour remains particularly common in or around the industry. The informal employment relations in small enterprises favours it. In the hotel and restaurant subsectors, which includes bars, children can be exposed to physical and moral hazards that damage them for the rest of their lives, due to the association of some of these enterprises with alcohol, the sex industry, violence and illicit drugs.¹²

There is a clear need for social protection to eradicate this stain, in conjunction with measures to alleviate poverty, in order to attack its root cause. An estimated 13–19 million children under 18 years of age work in an occupation tied to tourism.¹³ This represents 10–15 per cent of the global tourism workforce. A further 2 million children in the world are victims of commercial sexual exploitation. International tourism is one sector where this evil can be effectively dealt with.

The ILO Worst Forms of Child Labour Convention, 1999 (No. 182), defines these worst forms to include the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances and work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.

The link to social dialogue on this issue is clear. The social partners are key stakeholders in the means to its eradication.

¹² See M. Black: *In the twilight zone: Child workers in the hotel, tourism and catering industry* (Geneva, ILO, 1995).

¹³ Source: ILO HCT sector web site Dec 2007; see: www.ilo.org/public/english/dialogue/sector/sectors/tourism/socprot-child.htm. Occupations include those within the HCT sector plus those producing and selling goods and services to tourists.

Migrant workers

Migrant workers are common in the HCT sector and they are in need of better social protection. Although accurate estimates for the number of migrant workers in the HCT sector are not available, there are more than 86 million migrant workers throughout the world,¹⁴ with 34 million of these in developing regions. Migrant workers are a vulnerable group and are overly-employed in the sector, concentrated in lower paid, low-skilled and less stable jobs. This is due to language factors and unfamiliarity with the host culture. The proliferation of temporary migration schemes should not be allowed to lead to the curtailment of the rights of migrant workers in the workplace, especially regarding the principles of equality of treatment with national workers, and of non-discrimination. Discrimination against migrant workers is reflected in their poor integration in host societies, their high unemployment rates, lack of recognition of their skills and experience, as well as growing xenophobia. The growth of temporary labour migration poses special problems for the integration of temporary migrant workers in destination countries. Only through social dialogue can those with the most knowledge and interest be involved in resolving this problem.

Women

While women make up at least 60 per cent¹⁵ of the workforce in the sector globally, their skill levels, career opportunities, wages and working conditions are frequently poor. The proportion of women in the tourism industry, excluding the informal economy, was around 46 per cent in the 1990s, while in catering and accommodation over 90 per cent of all employees were women.¹⁶ In fact, women on average are paid from 20¹⁷ to 25 per cent less than men for the same work in the tourism sector.¹⁸ In addition, women are often faced with unequal treatment, more precarious work, violence, stress and sexual harassment at work to a much greater extent than men. The elimination of this inequality would not only improve the lives of women workers in the industry, but would also ensure a wider pool of more competent staff available to employers in the sector as well as help create opportunities and jobs in SMEs. Workers' representatives, in alliance with women's groups, can work with employers' organizations and governments to improve gender equality through social dialogue.

Work organization

In the *hotel* subsector, most workers are employed in independent, moderate-sized hotels of up to 100 beds. However, many hotel companies run several hotels, and the largest companies (such as the Wyndham Hotel Group) have more than 6,000 hotels, more

¹⁴ Source: *Handbook on Establishing Effective Labour Migration Policies in Countries of Origin and Destination* (OSCE Vienna, IOM and ILO, Geneva, 2006).

¹⁵ Some sources estimate that female participation in the workforce is as high as 70 per cent.

¹⁶ Source: *Human resources development, employment and globalization in the hotel, catering and tourism sector*, report for discussion at the Tripartite Meeting on Human Resources Development, Employment and Globalization in the Hotel, Catering and Tourism Sector, Geneva, 2–6 April 2001, ILO, Geneva.

¹⁷ *ibid.*

¹⁸ Source: ILO HCT sector web site, 2007.

than 550,000 rooms (Intercontinental) and 150,000 employees in 100 countries (Starwood).¹⁹ Many hotels are franchised rather than owner-operated, so that they are managed by contractors that often use their brand names. Independent hotels are losing ground to chain hotels, especially in North America.

Small enterprises are important in the whole sector. They employ about half of its labour force, and make up between 80 and 90 per cent of all enterprises. Large enterprises, however, are influential in the activities of many small ones through franchising or management contracts, whilst they stay legally independent, for example, as far as workers' representation is concerned.

The International Hotel and Restaurant Association (IH&RA) represents the business hospitality industry worldwide and is recognized by the United Nations as an observer organization. Its members are national hotel and restaurant associations, as well as international and national hotel and restaurant chains throughout the world.

In the *catering* (food service) subsector, most restaurants are owned by private individuals. In contrast, fast food outlets are often owned by transnational companies. Contract catering (also called institutional catering) – in which subcontracted companies serve meals to specific communities such as workers on an industrial site, students at a school or to staff and patients at a hospital – is dominated by three major companies Compass Group PLC, Sodexo Group and Aramark. Together they directly employ 1 million workers, and operate in from 18 to 90 different countries.

Transport-linked catering is also dominated by a decreasing number of large transnational companies. This is especially true with airline and railway catering. Both have been in slow decline in recent years. This is due to the increase in high-speed trains and low-cost airlines that no longer offer the same quality catering as before, because of time or cost. Institutional catering provides up to one half of all meals served outside homes, varying from country to country. Catering is an important activity for the whole sector. Even small restaurants increasingly rely on pre-prepared food from industrial services.

Worker representation

Coverage in the HCT sector varies between countries and between regions. However, workers' organizations are usually more diverse than employers' associations. Trade unions either cover: (a) several industries including the HCT sector, (such as trade unions that represent the entire food production chain from the farm to the table); or (b) a number of occupations which include those in the HCT sector, such as office workers, service workers or workers in personal services.

The largest workers' organization at the international level is the International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations (IUF). Two other global union federations, the International Transport Workers' Federation (ITF) and Union Network International (UNI), represent workers in transport and travel agencies respectively, and coordinate with the IUF. At the European level, this has resulted in the European Trade Union Liaison Committee on Tourism (ETLC).

¹⁹ Source: *Hotels Magazine 2006*; see www.hotelsmag.com/archives/2007/07/sr/default.asp.

Workers in the hospitality sector are usually less organized in trade unions than workers in other sectors. This is due to factors such as:

- The prevalence of *small enterprises*, such that trade union affiliation in the sector may be as little as 10 per cent on average in industrialized countries. However, major hotels in large cities are often unionized, even in countries where smaller units or hotels located outside the centres of large cities are not.
- The mainly *young workforce*, so that most workers in the sector lack experience with labour issues and their jobs are in many cases still of a transient nature.
- High *staff turnover* so that even those workers who stay in the sector change employers frequently or leave work altogether during periods of their life.
- The prevalence of *part-time, casual, on-call work and irregular hours* so that communication between workers is difficult. The increasing numbers of students working in the sector are not necessarily inclined to join trade unions.
- *Varying employment contracts* involving subcontracting, fixed-term employment, and internships in many modern hotels and restaurants split workers into several segments with different employment conditions, even when they perform the same tasks. This results in individualization of workers, and competition between them.
- The disproportionate number of *women* in the industry, who have more part-time and casual work, especially in small enterprises. As they are generally less qualified and lower paid, they tend to have less access to information and are less able to contribute to workers' collective bargaining power. Some unions also tend to be dominated by men and cater less to women's interests than might be desirable.
- *Attitude factors*, such as collective low self-esteem that is common in the hotel and restaurant sector. The sector is associated with a service that involves a submissive relationship, and the modern customer relationship is built on individual rather than collective capacities.

2. ILO policy

The position of the ILO results primarily from the Tripartite Sectoral Meeting on Human Resources Development, Employment and Globalization in the Hotel, Catering and Tourism Sector in 2001: there is a strong link between vocational training, stable management–labour structures and sustainability. While there is also a need for national and global policy development on these and other issues in the sector, much is known about what needs to be done. The conclusions of the 2001 ILO Tripartite Meeting¹ on the industry are still current and relevant to key sector issues today and in the future. They include recommendations on globalization, employment, human resources development, and social dialogue itself.



The issue of low union density in the sector overarches the concerns of the ILO. Low union density tends to reduce the effectiveness of social dialogue and industry improvement because worker representation is weak. While many of the reasons for this situation are outlined in the section on worker representation above, the poor quality of jobs in the sector and lack of career opportunities are certainly major factors. If job quality – and therefore enterprise productivity – can be improved, then better worker representation – and therefore better social dialogue outcomes – should follow.

1. The HCT sector plays a major role in the economies of many countries and its importance continues to grow. It has a high potential for generating employment, is a major source of revenue in many countries, and SMEs ... employ most of the workers in the sector. Similarly, the strategies and procedures of multinational enterprises ... are of great importance. While the sector offers career opportunities, it has a high turnover of employees, particularly among young workers. Policies need to be adopted and best practices promoted to upgrade the image of the sector towards the potential workforce and enhance the value and quality of jobs so as to retain trained workers in the sector, encourage employment creation and improve employment conditions. *

* All boxes in this section are extracted from the conclusions of the ILO Tripartite Meeting on HCT, Geneva 2001.

The conclusions draw particular attention to the need for policies that enhance the sector as an area of quality, rather than casual low-skill employment. It is only through such means that high turnover and low commitment of workers to the industry can be overcome and its full potential as an economic and development force can be realized.

Globalization

2. Globalization has a different impact on developed and developing countries. To ensure that the benefits of sectoral globalization are as widely distributed as possible, *cooperation is necessary between developed and developing countries*, and care should be duly taken of issues relating to culture, tradition and the environment. Developing countries ... should be assisted in such areas as Internet marketing, human resource development strategies, exchange of experiences, and necessary funding to make the national tourism economy competitive and sustainable. there is a need for a *legal framework* that balances business needs to expand and prosper, and workers' rights, ... Respect for ethical principles, some of which are contained in the Global Code of Ethics for Tourism of the World Tourism Organization and the ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy, are important to address the potential negative consequences of globalization. they should be monitored and implemented with the participation of all stakeholders.

¹ ILO Tripartite Meeting on Human Resources Development, Employment and Globalization in the Hotel, Catering and Tourism Sector, April 2001.

The full text of the UNWTO Global Code of Ethics for Tourism referred to by the tripartite meeting is appended to this guide. It draws attention to the need for cultural sensitivity towards host countries, including respect for their laws, practices and customs. It also says that host communities and professionals should acquaint themselves with and respect the tourists who visit them.

Article 5 of the Code of Ethics specifically recommends that local people should share equitably in the economic, social and cultural benefits they generate, particularly in the creation of jobs resulting from them, that tourism should help raise local standards of living, and that where skills are equal, priority should be given to local recruitment.

Article 9 on the rights of workers and entrepreneurs, states that salaried and self-employed workers in the industry have the right and the duty to acquire initial and continuous training, and adequate social protection. It also suggests that job insecurity should be limited as much as possible; and that a specific social welfare status should be offered to seasonal workers in the sector.

Some of the ILO instruments relevant to the sector in adopting a legal framework are:

- The *ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up, 1998*, includes provision for freedom of association and the effective recognition of the right to collective bargaining; the elimination of all forms of forced or compulsory labour; the effective abolition of child labour; and the elimination of discrimination in respect of employment and occupation.
- The *Working Conditions (Hotels and Restaurants) Convention, 1991 (No. 172)*, contains four key articles. Article 3 provides that employers should promote improvements to working conditions and include workers within the scope of any minimum standards applying nationally; Article 4 states that employers should ensure reasonable hours of work and overtime as per national laws and practices, as well as entitlement to minimum daily and weekly rest periods and advance notice of working schedules. Article 5 provides that working on public holidays should be compensated; that there should be an annual paid leave entitlement; that annual paid leave should be provided pro rata where a worker's contract is of insufficient duration to qualify for normal annual paid leave, in accordance with national laws and practices. Finally, Article 6 states that tips should be excluded from the basic remuneration package. Convention No. 172 is in Appendix III to this guide.
- The *Recruitment and Placement of Seafarers Convention, 1996 (No. 179)*, supplements Convention No. 172 and covers: hours of work and overtime; the progressive elimination of split shifts; the number and length of meal breaks; uninterrupted weekly rest of not less than 36 hours; average daily rest of ten consecutive hours; taking steps to move towards annual paid leave of four weeks; and recommends that governments promote training for skills development and career enhancement.
- The *Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy* which was adopted in 1977, and amended in 2000, covers employment, training, conditions of work and life, and industrial relations. This is not sector specific, but refers to employment and working practices in general and deals specifically with multinational enterprises.

Convention No. 172 and Recommendation No. 179 have particularly low ratification and implementation rates. As at November 2007, only 14 countries had ratified this

Convention.² It would be a significant step forward, symbolically as well as practically, for countries to ratify and apply their provisions in order to enable the setting of basic standards for better quality employment conditions in the industry.

Employment creation and working conditions

The key points that the tripartite meeting made in relation to job creation and working conditions were the need to: (1) promote SME linkages with the wider industry, (2) mitigate the effects of subcontracting, (3) provide part-time and temporary workers with more equal conditions, and (4) provide better conditions for women workers.

4. In order for the HCT sector to be efficient and competitive and to provide productive and sustainable employment under adequate social conditions and wages, a *conducive environment to growth* and development should be created. In this regard, the Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998 (No. 189), should be taken into account. SMEs should be supported to develop sound human resources strategies. Taking into account their sometimes relative isolation and lack of networks, horizontal groupings and vertical integration, as well as linkages with basic industry, should be promoted. ...

5. *Subcontracting* in hotel, restaurant and tourism enterprises to specialized providers is increasing. Subcontracting should, however, not be an obstacle to labour relations. When services are subcontracted or outsourced that result in staff being subject to a new employment contract with a new enterprise, the working conditions prevalent in the original enterprise should not, to the extent possible, be deteriorated by the new employer.

6. *Part-time* ... temporary or casual ... work (is) a feature of the HCT sector efforts should be made to provide full-time employment for other workers. Part-time and temporary employment or work should be subject to the equivalent legal and contractual conditions as full-time employment. Employment should, whenever possible, be made more continuous through labour deployment plans or forward planning of working time ... Tourism development policies should ... address extreme seasonal variations and its implications for both business and workers. ... there was a need to evaluate (and) determine if any measures ... to assist ... the integration of migrant workers, and to combat any discrimination.

7. *Women* ... represent the majority of its labour force. More women would be attracted to and retained in the sector if their ... working conditions, training and career development prospects could be improved ... (for example by) ... adjustment of daily working hours, ... transport ... at odd hours, ... maternity benefits (and) training ... after a period of absence. Training for women should ... prepare them for management positions, and ... enhance their capacities at all levels. Women's dignity and personal integrity should be protected. all forms of discrimination and sexual harassment in the workplace should be eliminated.

The conclusions refer to Recommendation No. 189, the full text of which is appended to this tool kit. The Recommendation states at article 10 that governments “should adopt measures, drawn up in consultation with the most representative organizations of employers and workers, to create and strengthen an enterprise culture which favours initiatives, enterprise creation, productivity, environmental consciousness, quality, good labour and industrial relations, and adequate social practices which are equitable”. It goes on to recommend pursuit of “the development of entrepreneurial attitudes, through the system and programmes of education, entrepreneurship and training linked to job needs and the attainment of economic growth and development, with particular emphasis being given to the importance of good labour relations and the multiple vocational and managerial skills needed by small and medium-sized enterprises”.

² The countries are listed in the annex after the Convention.

Human resource development

The conclusions of the Tripartite Meeting make three central points in relation to human resource development (HRD) in the sector. They are the need to (1) develop comprehensive HRD strategies, (2) include much better vocational training in those strategies, and (3) involve the social partners in them. However, it also goes further by outlining “globalized” HRD strategies that address issues associated with the international mobility of workers.

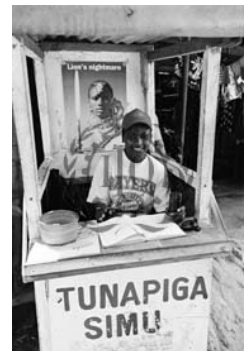
8. The HCT sector is experiencing a shortage of skilled labour. Innovative and *comprehensive human resource development strategies* are crucial in order to attract and retain qualified workers in the sector and to maximize the returns on investments made in training. ... an appropriate strategy should be developed and implemented by governments in consultation with the social partners ... to ensure that international mobility of workers respects local working conditions. Where appropriate, HRD strategies should be globalized through networking of training institutions, facilitating students' international exchange of experience, sharing of information, strengthening cross-border training on information and communication technologies, curricula development, exchanges between countries on management technology and language skills. It requires the establishment or strengthening of appropriate training institutions and capacity building that will take into account national qualification frameworks that recognize lifelong skills and previous working experience. ...

9. *Training* should be integrated in HRD programmes to provide workers with portable skills ... and ... measures taken to increase investment in training, ... so that workers' potential is maximized. Initial ... continuous and modular vocational training ... as well as higher training are necessary ... also to upgrade the skills of management staff, including managers of SMEs. A system of certification of *competencies* and qualifications should be developed or promoted. The harmonization of diplomas and degrees and ... mutual recognition among countries should ... be encouraged. mechanisms for financing of training have to be explored, including public and private partnerships. International agencies ... (should support) a globalized human resource development policy and ... (provide) financial support for training.

10. The *tripartite* partners in the HCT sector should be consulted in the development of training policies, in curricula development, and in the allocation of training subsidies, particularly for SMEs. Effective partnerships involving government, employers' and workers' organizations and other stakeholders could provide a shared understanding of labour market issues and challenges. Experiences and best practices in this area should be made available to other countries.

Social dialogue

The theme of these recommendations is a joint approach to issues involving the government and the social partners. The joint approach should also include multinational enterprises (MNEs), international agencies and non-governmental organizations (NGOs). The meeting recommends that social dialogue should be specific to the sector, and promoted at appropriate levels, including enterprise and workplace levels. As well as again emphasising the importance of the Declaration of Fundamental Principles and Rights at work, the meeting also lists the Workers' Representatives Convention, 1971 (No. 135), and the Collective Bargaining Convention, 1981 (No. 154),³ for priority implementation. (All ILO Conventions and Recommendations are available online at <http://www.ilo.org/ilolex/index.htm>.) It recommends an integrated and joint approach to sustainable development and vocational training, as well as the implementation of Conventions Nos 138 and 182 to eliminate child labour.



³ See also Recommendation No. 163, which spells out ways of promoting collective bargaining and highlights the responsibility of governments to create an enabling environment for collective bargaining and social dialogue to occur.

11. ... The development of social dialogue practices is an *open-ended process*. Priority should be given to the implementation worldwide of the principles and rights confirmed in the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up, 1998. ILO Conventions Nos 135 and 154 are also pertinent instruments.

12. Social dialogue should be *promoted at appropriate levels* including at the workplace and enterprise level. Structures and institutions for consultation and discussion in the HCT sector should provide for cooperation at appropriate stages, especially in cases where workers are affected by restructuring of companies. ...

13. Globalization requires that issues related to *sustainable development* be taken into account in social dialogue. Sustainable tourism means that the environmental, social and economic dimensions of tourism development and the linkages between tourists and the host population be integrated. The prerequisites for sustainable tourism development are: increased vocational training, employment and working conditions, the development of infrastructure, and supporting services in tourism-receiving destinations, including safety measures.

14. ... The tripartite partners should *jointly develop* programmes in the framework of the United Nations Year of Eco-Tourism 2002. Governments have a responsibility to develop adequate and appropriate infrastructure Partnerships could however be developed with the private sector in this regard. Multinational enterprises (should provide) ... sustainable employment in host communities, ... staff training and (enhanced) working conditions. Sustainability also requires partnerships with SMEs to enable them to remain competitive ... Employers ... (should) upgrade workers' skills to meet the evolving needs of the sector and to respond to the increasing expectations for quality and service.

15. Tourism development cannot be sustainable if *child labour* is connected to tourism services. ... Alternatives to working must be found for children, such as schooling and training. Partnerships with international agencies including the World Tourism Organization, with employers' and workers' organizations and with non-governmental organizations, should be developed and pursued to eliminate all forms of child labour in the HCT sector. The Minimum Age Convention, 1973 (No. 138), and the Worst Forms of Child Labour Convention, 1999 (No. 182), should be ratified and implemented by all ILO member States.

Source:

Since the meeting, in a project of the ILO Caribbean Office and the Government of Canada on combating child labour in the Caribbean, many activities have been undertaken to combat child labour. A useful web site has been created at www.ilocarib.org.tt/childlabour/. Also, a recent ILO working paper, *Sectoral activities working paper on child labour and tourism in Asia and the Pacific*⁴ examines the situation for Asia and the Pacific region on this topic. Report VI(2)⁵ on child labour to the 86th Session of the International Labour Conference, 1998, is also a valuable resource.



Role of the ILO

The ILO in the sector should be a source of information, a disseminator of good practice, as well as a developer and implementer of training programmes (for example on HIV/AIDS) where needed. The ILO should also address emerging issues in HCT, especially in labour mobility and human resource development, and help improve the HCT image as an employer. While much more remains to be done, an updated outline of the

⁴ See <http://www.ilo.org/public/english/dialogue/sector/papers/tourism/wp204.pdf>.

⁵ See <http://www.ilo.org/public/english/standards/relm/ilc/ilc86/rep-vi.htm>.

ILO's involvement in the industry is at the sector web site.⁶ Tourism satellite accounts refers to the need for better statistics on the sector. The ILO has now devised a methodology for tourism labour statistics as a supplement to these accounts in cooperation with the UNWTO. The publication "Labour Statistics on Employment in the Tourism Industries" was finalized in October 2007 for publishing in early 2008.

16. The ILO should act as an observatory of *trends* in the sector and collect and analyse information, statistics and data on relevant developments concerning human resources policies and practices, migrant labour in the sector, prepare targeted reports on a regular basis, collect and disseminate *good practices* and benchmarking methodologies for the sector. It should put in place a system for *training and skill development* among countries ... The ILO should continue to develop a labour accounting system as a supplement to tourism satellite accounts.

17. The ILO should, in consultation with the tripartite constituents, *address emerging issues* and trends in the HCT sector, such as strategies to enhance the image of the sector, and questions concerning international mobility and human resource development.

⁶ See <http://www.ilo.org/public/english/dialogue/sector/sectors/tourism.htm>.

3. Social dialogue

What is social dialogue?

Social dialogue is crucial for women and men to obtain decent and productive work in conditions of freedom, equality, security and human dignity. Social dialogue includes all types of negotiation, consultation or simply exchange of information between representatives of governments, employers and workers, on issues of common interest relating to economic and social policy. It can be a tripartite process, with the government as party, or it may be bipartite relations only between labour and management (or trade unions and employers' organizations), with or without indirect government involvement. Consultation can be informal or institutionalized. Often it is a combination of the two. It can take place at the national, regional or at enterprise level. It can be inter-professional, sectoral or a combination of all of these.

The main goal of social dialogue itself is to build consensus and democratic involvement among the main stakeholders in the world of work. Successful social dialogue can resolve important economic and social issues, encourage good governance, advance social and industrial peace and stability, and boost economic progress.

In order for social dialogue to take place, it is necessary to have:

- strong, independent workers' and employers' organizations with the technical capacity and access to relevant information;
- political will and commitment to engage in social dialogue on the part of all the parties;
- respect for the fundamental rights of freedom of association and collective bargaining; and
- appropriate institutional support.

For social dialogue to work, the government must be active, even if it is not directly involved in the process. The government is responsible for creating a stable political climate to enable autonomous employers' and workers' organizations to operate freely, without fear of reprisal. Even when the relationships are formally bipartite (between the social partners), the government should help provide essential support for the process through the establishment of the legal, institutional and other frameworks that enable the parties to engage effectively.

The ILO and social dialogue

The ILO aims to help member States in establishing and strengthening legal frameworks, institutions, machinery and processes for both bipartite and tripartite social dialogue. The ILO also promotes social dialogue among individual member States and in regional groupings as means of consensus building, economic and social development and good governance.

There are special bureaus within the ILO structure that help resource social dialogue. ACTRAV is the Bureau for Workers' Activities, which works to strengthen representative, independent and democratic trade unions in all countries. One of its functions is to promote the delivery of workers' education programmes within trade union organizations at the

international, regional and national levels. ACT/EMP is the Bureau for Employers' Activities that maintains close contacts with employers' organizations in all ILO member States. Its tasks include making ILO resources available to employers' organizations and keeping the ILO aware of employers' views, concerns and priorities. ACT/EMP is available, via national employers' organizations, as a gateway through which employers can access information on human resources development, industrial relations and a host of other employment and labour market-related subjects.

The ILO's International Training Centre in Turin promotes social dialogue through a training programme that advocates a social and labour dimension to policy-making, action planning and institution building. It disseminates good practices in social dialogue through bipartite, tripartite and tripartite-plus activities. It also provides awareness raising, skills development and knowledge-building.

SECTOR, the ILO Sectoral Activities Branch, provides technical assistance and promotes dialogue on priority labour issues at the national and regional levels through seminars and workshops and provides advice on sectoral labour issues.

ILO Conventions and Recommendations

There are three main international labour standards that promote tripartism and social dialogue. The most important of these is the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144), which was adopted in 1976, as was its associated Recommendation No 152. The Consultation (Industrial and National Levels) Recommendation, 1960 (No. 113), also promotes dialogue between the government and the social partners. All three of these instruments are in the appendices to this guide.

Convention No. 144 requires effective consultation between government, employers' and workers' representatives at each stage of the standard-related activities of the ILO. The purpose of Convention No. 144 is to promote the implementation of international labour standards through tripartite consultation at the national level. The Convention has already been widely ratified in all regions. In many countries, it has proven to be the driving force behind successful social dialogue on wider matters. Essentially, Convention No. 144 outlines:

- what representative organizations of employers and workers actually mean;
- the procedures to ensure effective consultations, to be determined in accordance with national practice;
- the need for participation of representatives of employers' and workers' organizations to be on an equal footing;
- the administrative support and training for participants;
- the matters to be covered by the consultations – international labour standards;
- reporting on the working of the procedures.

Under Convention No. 144, the government makes the final decision. The consultation procedure may set the objective of reaching a consensus, although this is not necessary. All voices are to be heard, but the government makes the final decision if consensus is not reached. On the other side, the worker and employer organizations are not bound to support the final government decision, and can provide their views and comments directly to the ILO.

Under Recommendation No. 113, consultation and cooperation should be through:

- voluntary action on the part of the employers' and workers' organizations; or
- promotional action on the part of the public authorities; or
- laws or regulations; or
- a combination of any of these methods.

The dialogue should have the general objective of promoting mutual understanding and good relations with a view to developing the economy or parts of the economy, improving conditions of work and raising standards of living. Such consultation and cooperation should aim, in particular at:

- joint consideration by employers' and workers' organizations of matters of mutual concern with a view, to the fullest possible extent, to arriving at agreed solutions; and
- ensuring that public authorities seek the views, advice and assistance of employers' and workers' organizations on such matters as:
 - (i) the preparation and implementation of laws and regulations affecting their interests;
 - (ii) the establishment and functioning of national bodies, such as those responsible for organization of employment, vocational training and retraining, labour protection, industrial health and safety, productivity, social security and welfare; and
 - (iii) the elaboration and implementation of plans of economic and social development".

Benefits of social dialogue

The benefits of social dialogue are continuous and without limit. It is always better to resolve issue together through cooperation and understanding, than through the narrow ignorance of other views. The resolution of issues is based on establishing common interest and the understanding of wider points of view. By contrast, lack of social dialogue leads to conflict, misunderstanding and fragmented progress. Whether or not social dialogue is bipartite, between employers' and workers' organizations, or tripartite, directly involving the government as well, its advantage is that the parties to the process are talking and attempting to resolve issues that they see as important. There is no requirement that only some issues can be discussed, nor that some issues are out of bounds. What is required is simply that those involved in the social dialogue agree that the issue is important enough to share information about, to seek views and, if necessary, to negotiate. All issues that are considered relevant to the world of work can be on the agenda.

While social dialogue at the national level will inevitably involve discussions of economic and social policy, social dialogue at the industry, enterprise and workplace level will tend to be about more specific concerns. It is at these levels that real, more immediate differences to working lives and the welfare of the enterprise or industry can occur. Any manager will benefit from a better understanding of what the staff in the organization are thinking and how they react to proposed changes. However, it is in the realm of fresh perspectives and ideas for improvement that real benefits lie. Cooperation at these levels means that ideas, policies and strategies can be properly implemented. Conversely, without

such social dialogue, decisions are often poorly thought through and result in unsatisfactory implementation. Or worse, nothing is decided or changed and the enterprise slides into loss.

With both employer and staff representatives working together from a common understanding the results are inevitably better than when they have different understandings and antagonistic perceptions. This is why basic information sharing is so important. Often staff and their representatives are forced to operate on scraps of information and rumour and have little or no training in how to deal with it. Management might have plans, but often they do not involve taking workers' views into account. Most fundamentally, both management and staff have common interests. They both want to see the enterprise and the industry successful and growing, because it is in their mutual economic interests to do so.

At the enterprise and workplace levels especially, there are problems in the industry in getting the timing for social dialogue right due to the unusual hours in the sector. But these are easily resolvable given adequate lead time and discussion to sort out representation and availability. The most immediate issues in the sector at the enterprise and workplace level will often include health and safety, career opportunities and human resources issues. Social dialogue is the best way to move forward and resolve them.

How it can be initiated

Social dialogue may be initiated by government, employer or by worker organizations. While government implementation of Convention No. 144 can help create the right circumstances for wider social dialogue, its development in the hotel, catering and tourist industry depends on the commitment of the social partners representative of the industry itself. What is required at the outset in the industry is that either employer organization representatives or worker organization representatives request a meeting with their opposites to discuss mutually important issues. What results from that is the beginning of social dialogue in the industry. If the government has already laid down ground rules for these discussions, so much the better. If not, the equal participation, procedures and support for the social dialogue need to be worked out between the parties.

In what form?

Social dialogue may consist of some or all of information sharing, consultation, and negotiation. Information sharing is the most basic since common information is necessary for two parties to have an informed discussion. Consultation is desirable before any significant change is implemented, and often good ideas can arise through the process because they come from different perspectives. Negotiation may be necessary on particular big issues where common ground is hard to find. If negotiations are agreed, then the parties must do so in good faith and honour any agreement reached.

4. Steps to effective social dialogue

Levels

Social dialogue is different at each level of the industry. The purpose of social dialogue remains the same – to inform, discuss and resolve key issues in the sector – but the scope and nature of the dialogue must be appropriate to the level it takes place in. At the wider national level, there must be a framework of laws, regulation and institutions to provide ground rules and support. At the industry (or sector) level, social dialogue requires commitment, resources and an agreed structure for it to operate effectively. At the enterprise or workplace level, social dialogue can be less formal but more specific. Collective bargaining can take place at any level of this structure, according to national circumstances.

Aims

The ILO Consultation (Industrial and National Levels) Recommendation, 1960 (No. 113), is a source of guidance here. The Recommendation is appended to this guide in Appendix IV. It deals with consultation between national authorities and the social partners. It says that the main objective is promoting mutual understanding and good relations between public authorities and employers' and workers' organizations for economic development, improving conditions of work and raising standards of living. The box below is an extract from the Recommendation that spells out the particular aims of the consultation.

Particular aims of consultation from Recommendation No. 113

Such consultation and cooperation should aim, in particular –

- (a) at joint consideration by employers' and workers' organizations of matters of mutual concern with a view to arriving, to the fullest possible extent, at agreed solutions; and
- (b) at ensuring that the competent public authorities seek the views, advice and assistance of employers' and workers' organizations in an appropriate manner, in respect of such matters as:
 - (i) the preparation and implementation of laws and regulations affecting their interests;
 - (ii) the establishment and functioning of national bodies, such as those responsible for organization of employment, vocational training and retraining, labour protection, industrial health and safety, productivity, social security and welfare; and
 - (iii) the elaboration and implementation of plans of economic and social development.

Issues

There is no lack of issues to discuss. Many of the important ones have been outlined in this guide in sections 1 and 2. However, there will be others that are important locally. What counts is that the participants themselves in the social dialogue agree that the issues they choose to discuss are important. Possible issues and how they might apply at each level are illustrated below:

Issues for social dialogue by level

Issue	National (multi-sector) level	HCT sector level	Enterprise level	Workplace level
National poverty reduction strategy	Advocacy for central contribution of HCT to poverty reduction	Priorities for advocacy at multi-sector level	Source of ideas, examples and implementation	Source of ideas and operational implementation
HCT industry plan	As part of national economic and development plans	Central issue for the sector	Source of ideas for the sector and application at the enterprise level	Source of ideas and operational implementation
HRD strategy for the industry	As part of national HRD strategies	Core issue and part of wider HCT plan	Source of ideas, enterprise application, key enterprise aspects, especially induction and on the job training	Application of on the job training
Vocational training for the industry	As part of education and training policy	Direct link to HRD strategy – questions are nature and extent of training required and degree of industry support.	Selection and training release issues, internal staff training programmes	Ideas and application problems
OSH	As part of health and safety policy, including HIV/AIDS programme	Industry-wide analysis and risk management strategies should be discussed, coordination of industry HIV/AIDS strategy	Enterprise safety audits, functions and resources of safety committees, safety procedures, application of HIV/AIDS policy	Ideas for, and application of health and safety policies
Security	As part of security policy, links with police and judicial areas	Strategies to secure industry weak-points	Key issue for enterprises – analysis and risk management	Ideas and application
Disaster management	Linked to disaster and reconstruction plans	Plans to cope with high-impact scenarios	Enterprise-level emergency plans for staff actions and communications	Training and role identification issues
Labour mobility	Links especially with immigration issues	Develop industry policy	Enterprise policy on incoming and outgoing staff	Ideas and application
Working conditions	As part of national labour laws and standards, advocate for C172 and R179	Develop industry-wide minimum standards in line with national laws	Enterprise policy consistent with industry standards, issues arising from monitoring	Ideas and implementation
Child labour	As part of national laws and strategies based on international standards, including compulsory free education	Industry elimination strategies including information to tourists e.g. posters	Enterprise policies to eliminate	Ideas Implementation
Target groups – youth, women, migrants	Sector viewpoint input to national policies and strategies	How to target as part of industry HRD and vocational training strategies	Enterprise policies to eliminate discrimination and provide opportunities	Ideas and implementation

Steps

However before these or other issues can be part of social dialogue in the sector, there are six main steps that must be taken. These steps are:

- (1) establish the legal framework;
- (2) identify the social partners and participants;
- (3) identify the social dialogue event and the initial issues to be discussed;
- (4) identify skilled facilitators;
- (5) promote a common understanding of social dialogue;
- (6) set the agenda.

Step 1. Establishing the institutional and legal framework

There does not need to be any particular institutional setup for social dialogue to occur. However, some sort of institutional arrangement is most common. Recommendation No. 113 says in part that consultation should be facilitated in accordance with national custom or practice, by:

- voluntary action on the part of the employers' and workers' organizations; or
- promotional action on the part of the public authorities; or
- laws or regulations; or
- a combination of any of these methods.

This is consistent with the approaches possible under the widely ratified Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144). Under Convention No. 144 the choice is left to each country. This is of course to be done in consultation with the social partners.

Institutional arrangements may be formal, informal, permanent or on an as-needed basis. A combination of several procedures can be used. Some options are:

- a committee specifically constituted for the purpose;
- a body with general competence in the economic, social or labour field;
- a number of bodies with responsibility for particular subject areas (for example economic sectors including HCT, occupational safety and health, social security);
- written communications;
- ad hoc committees and meetings.

However consultations (on international labour standards) usually take place within an institutional framework, such as pre-existing committees in Denmark, India and Sweden, special advisory committees in Egypt, Estonia, Malawi, United States and Uruguay, general economic, social or labour advisory bodies as in Lesotho, Namibia and

Ukraine. Consultation also often takes place through written communications as in Mexico, New Zealand and Turkey. In practice, a combination of institutional procedures and communications is used in most cases.¹

Relevant laws and regulations to support social dialogue are highly desirable. First, they should be consistent with international standards, especially with the key Conventions that are part of the Declaration on Fundamental Principles and Rights at Work to which all member States of the ILO are bound. These categories (often called the “core labour standards”) are:

- freedom of association;
- the right to collective bargaining;
- the elimination of forced or compulsory labour;
- the abolition of child labour; and
- the elimination of discrimination in employment.

The first two are especially relevant to social dialogue in any sector because effective dialogue cannot occur without freedom of representation.

Second, regulations to support social dialogue, may, for example, require tripartite or bipartite structures to be set up to consult on economic and social matters nationwide, and/or that similar structures be set up on an industry basis, and/or for each significant enterprise, including at the workplace level.

Third, there should be comprehensive labour laws in line with international labour standards. For the HCT industry, the provisions of Convention No. 172 and Recommendation No. 179 on working conditions in hotels and restaurants are pertinent.

Fourth, there should be laws and regulations providing for social protection, for education and training, and for economic institutions such as central banks.

Fifth, national economic development plans or poverty reduction strategies should desirably be in place or in course of development. Dialogue within the HCT sector can make a significant contribution to, as well as gain great benefit from such plans.

A summary of these desirable features is shown in the checklist below:

Checklist: Institutional and legal framework	
<input checked="" type="checkbox"/>	Institutions (committees, advisory bodies other consultation) provided for
<input checked="" type="checkbox"/>	Labour laws reflect Declaration Conventions
<input checked="" type="checkbox"/>	Tripartite or bipartite structures provided for by law or regulation
<input checked="" type="checkbox"/>	Comprehensive labour laws exist, including reflection of Convention No. 172 and Recommendation No. 179
<input checked="" type="checkbox"/>	Laws provide for social protection, education and training and economic institutions
<input checked="" type="checkbox"/>	Economic development or poverty reduction plans in place

¹ Based on ILO booklet, *Convention No. 144, the key to international labour standards* (Geneva, 2006).

Step 2. Identifying the social partners and participants

Most importantly, the social partners involved must be from independent representative organizations and heard equally. Guidance here comes from Convention No. 144, which is about tripartite social dialogue. Convention No. 144 says that representative organizations are independent employers' and workers' organizations that enjoy the right of freedom of association. Not only should the largest organizations be consulted, but all those that together most represent a significant body of opinion concerning the particular issue under discussion. The government's decision on which organizations are to be consulted is to be taken in good faith. Those organizations then freely choose who will represent them in the consultations.

Further, employers' and workers' organizations are to be represented "on an equal footing". This Convention does not require equal numbers of representatives, but does require that the views of each side are given equal consideration. In practice, however, social dialogue works best when there are equal numbers of representatives of employers, workers and government.

A country's labour law should provide for the existence of organizations of both employers and workers. In many cases, these organizations are confederated into umbrella bodies that coordinate and provide peak representation. In some cases, peak national representation is split (as with French labour unions, for example) into two or more confederations. While it is usually easier to deal with unified peak representation, split representation should not be a major barrier to social dialogue.

The most basic principle in choosing representation from employers' and workers' organizations is that the highest level of the relevant organization should be consulted and the representation freely chosen by that organization.

Within the HCT sector, employers' bodies and individual enterprises are usually easy to identify due to the nature of the industry. Workers' bodies, however, may not always reflect industrial structures but rather represent workers in occupations across a range of industries. Nevertheless, representation will usually be available from unions that cover hospitality occupations and similar areas.

Government representation for social dialogue within the HCT industry would normally consist of representatives from ministries with particular interest in the area. These include tourism, labour and commerce ministries. Representation from women's affairs and social security areas may also be needed, depending on the matters to be discussed.

The ILO also recommends that, where possible, organizations are asked to provide a balanced gender representation.

Lastly, other representation may also be desirable – for example from NGOs operating in the industry and from community organizations. If so, their representation should first be consulted with the social partners.

Checklist: Identifying participants

- Employers' and workers' organizations are independent
- Organizations choose own representatives
- Request made through peak bodies
- HCT dialogue involves organizations with significant coverage in industry
- Government representation in HCT from tourism, labour and commerce ministries
- Balanced gender representation requested
- Other representation consulted with social partners

Step 3. Identifying social dialogue events and issues

Remember, it is all about building trust. Hence, the nature of the social dialogue event and the issues it discusses are interdependent. Both are subject to:

- national experience of social dialogue;
- culture; and
- the quality of the representation.

If there has been little experience of social dialogue in the HCT industry, so that representatives are unfamiliar with their roles and with others, then initial training on the concept and a limited agenda can help. Early agendas might include the training before the actual meeting starts.

If national cultural characteristics such as excessively hierarchical attitudes (so that some representatives find it hard to speak freely), excessive tribalism (so that the opinions expressed are not heard objectively) or traditions of gender inequity (so that men switch off when a woman is speaking) are likely challenges, then specific awareness training and coping methods can be useful.

If many of the key participants lack capacity to effectively represent their organizations, then they can be helped to do so, over the medium term. Good chairing of such meetings can also be valuable in overcoming such shortfalls, through ensuring that issues are clarified, that everyone is able to speak and through concise summing up.

From the government side, the tourism and labour ministries should have most involvement at this stage. The tourism ministry would be primarily responsible for selecting the most important industry issues they wish to discuss. The labour ministry would be able to advise and arrange the nature of the social dialogue event itself, and to help arrange any needed training or awareness-raising.

The social dialogue event should be relatively simple and less formal if social dialogue is new to many participants. As trust and experience develop, it should be possible to proceed with longer agendas, more formal and hopefully more efficient arrangements according to the wishes of the parties.

It should be made clear out the outset what form of social dialogue at the event is envisaged. Is it to be information sharing, or consultation, or can it include negotiation or collective bargaining? National law and the subject matter will help determine this. However, this matter should be consulted between the parties and understood from the beginning.

An overall coordinator of the event should be carefully chosen to ensure the arrangements are made smoothly. If the dialogue is to be tripartite, then the person would normally be from one of the ministries. If it is to be bipartite, then the person is usually from the employer side where access to resources are greater.

Checklist: Events and issues

- Initial training for inexperienced representation
- Short agenda at first
- Cultural barriers considered and dealt with
- Representational capacity improved if needed
- Simpler, less formal at first
- Form of social dialogue consulted and made known
- Overall coordinator selected

Step 4. Identify skilled facilitators

The selection of a good chair or facilitator for such meetings is probably the most crucial decision of all. The less familiar representatives are with social dialogue, and the less build up of trust between them, the more crucial the facilitator becomes.

The qualities of a good facilitator are that the person must be respected by participants (or able to generate respect and trust), should be familiar with the issues of the sector at the level of consultation taking place, and should have a democratic, open approach to the meeting. The facilitator also should be able to concisely articulate and summarise key issues, should ensure that all are heard, should be a good timekeeper (as most meetings tend to go over their allotted time), should have a sense of humour, be fair and balanced. Facilitators also need to be decisive at times when discussions wander off the track.

Of all these qualities, probably the most important relate to their style of trust and integrity. While familiarity with the issues is highly desirable, it is usually less so than the general facilitation skills. If all or most of the desirable qualities cannot be found in one person, then it can be useful at least in the beginning, to appoint a person with general facilitation skills to chair the meeting. Someone more familiar with the issues can take the more technical role when needed. Lastly, general facilitation is more important at the early stages of social dialogue. Technical familiarity is more important at later stages.

If the selection of a good facilitator proves difficult, then the advice of the ILO locally or regionally can be sought. The ILO may well be in a position to recommend or suggest skilled facilitators, or those with needed technical knowledge, either from within the country or from elsewhere. The ILO web site² provides the necessary contact details for sub-regional and national offices to enable such requests to be made.

Whatever arrangements for facilitation are decided, again, the arrangements should be consulted with the social partners beforehand so as to maximise chances of success.

² See www.ilo.org/global/Departments/Offices/lang--en/index.htm.

Checklist: Identifying facilitators

- Generates respect and trust
- Democratic, open approach
- Concise
- Good timekeeper
- Humour, fair, balanced
- Decisive when needed
- Familiar with industry issues (or helped by someone who is)
- Checked with local or regional ILO
- Consulted with social partners

Step 5. Promoting a common understanding of social dialogue

Promoting and reinforcing a common understanding of social dialogue can be a major factor in its success. Without a common understanding of what it is meant to do and how it is meant to work much time and valuable trust can be wasted. Expectations are sometimes too high; often they are too low about what can be achieved. Like any significant concept, social dialogue needs to be promoted and underpinned.

While, in the long run, education on social dialogue in the sector can be part of the curriculum for relevant professions and occupations, its understanding amongst the wider sector (and by likely representatives) can be enhanced by a campaign-like strategy. Under such a strategy, communication and education are directed to key target groups at the right time to ensure the best outcome.

For example, a typical strategy might target general awareness amongst staff on how and where to raise issues, about the major issues being discussed and about industry trends. Industry representatives could make public statements about their commitments to social dialogue (or about how they propose to deal with key issues through social dialogue) in the industry to the local media. For likely participants in social dialogue events, initial training resources can be provided based on the outcomes of questionnaires on training needs in the area.

People who are already familiar with social dialogue would need to be identified and used as resources, including as facilitators for such training.

Example of campaign strategy to promote common understanding

Timing	Target	Responsibility	Action
1	HCT staff	Employers' organization	Distribute information on trends, issues and how to raise issues at workplace
2	Public	Employers' and workers' representatives	Press conference on new commitment to discuss industry issues
3	Likely participants	Government, employer, workers' organizations	Identify from within own group
4	Training facilitators	Government, employer, workers' organizations	Identify experienced people from within own group
5	Likely participants	Training facilitator(s)	Issue questionnaire on training needs
6	Likely participants	Training facilitator(s)	Develop and deliver training based on training needs analysis (TNA)
7	HCT staff	Employers' and workers' organizations	Seek feedback on effects

Step 6. Setting the agenda

The agenda for a meeting involving social dialogue in the industry should be finalised in consultation with the participants. If it is to be a meeting on a single topic (for example the introduction of a new form of information technology in the enterprise, or how to eliminate child labour in the industry or enterprise) then it can be straightforward, especially if the participants have some experience and trust. However, if it is to have several topics and experience and trust are limited, then it requires more careful thought.

The agenda should be appropriate to both:

- the *level* of the industry at which the discussion is to take place and from which the representatives derive, and
- the *experience* of the representatives in such forums and the familiarity and trust they have developed.

Examples of issues and how they may apply at each level is shown in the issues by level matrix at the beginning of this section. More detailed examples are outlined in the following sections. At the enterprise and workplace levels, social dialogue can be less formal and more operational in its discussions, that is, more concerned with how to implement rather than the development of strategies. Nevertheless it is still important at any level to ensure the topic is clear and agreed, that the time, place and participants are clear, and that the form of dialogue is understood – information sharing, consultation or negotiation. Representation at any level should be agreed with the organizations concerned.

The experience of the representatives is also critical. The less experienced they are, the shorter and less contentious the agenda should be. When participants have built experience and trust, agendas can become more complicated. The discussions may take longer or working groups may be set up to report on significant matters.

Principles

When considering a list of possible agenda items for discussion there are two principles that should be applied to help agree on their selection. These are:

- (1) *priority* (urgent and important); and
- (2) *risk* (likelihood and impact).

Priority issues are those that are both urgent and important. Urgent means that it should be dealt with or decided as soon as possible, while important means that it will significantly affect a lot of people. Often agendas are driven by the urgent (such as agreeing the roll-out of new IT equipment) or by the important (such as reducing discrimination), but ideally all parties should perceive them as being both urgent and important.

Risk relates to an assessment of the likelihood of a problem or event occurring and the seriousness of its impact if it did. High-risk problems should be on the agenda. They are high risk if they are both relatively likely to happen and will have serious impact if they do. At the enterprise level, an outbreak of food poisoning may be such an event, for example. Motor vehicle accidents are another, especially with hotels and tour groups. Discussing measures to minimise such risks is appropriate. At the industry level, and at the enterprise and workplace levels, coping with extreme weather events often fulfils the high-risk criteria in tropical areas.

Information

At all levels of social dialogue, there is usually a need for relevant and concise information to be made available. This means that all participants can operate from the same level of understanding. Often it is the employer or the government side that will provide most of the information needed. However, this does not have to be so. Unions will also have sources of useful research or examples. The Internet also makes a lot of information-gathering much easier.

Sometimes the enterprise especially will fear the provision of confidential information that might be used for competitive advantage in business, for example. If so, sensitive information can be given out at the meeting if confidentiality is respected, and returned at its end. Or it can be delivered orally. However, it is usually true that little information (except that concerning personal privacy) really needs to be treated as confidential. With social dialogue, it is an open attitude rather than secretiveness that gets the better results.

Ideas

Lastly, many practitioners who set agendas forget that social dialogue is also a source of ideas as well as of information. Ideas should be encouraged through allowing time for focused discussion and useful information that outlines key issues.

Checklist: Setting the agenda

- Finalized in consultation with participants
- Timing, place, form of dialogue and participants clear
- Participants freely chosen by free organizations
- Appropriate to level
- Appropriate to experience
- High priority issues included
- High risk events considered
- Relevant, concise information provided
- Truly confidential information dealt with
- Ideas encouraged

5. Social dialogue at the national level

At the national level that involves all industry sectors, stakeholders in the HCT industry should stress the importance of the sector to the economy. In most countries, its central importance is already true as has been demonstrated in the earlier sections of this guide. Where it is not already true, then the sector's contribution to the national economy should be outlined, plus its potential for growth. Its enormous potential to improve development and reduce poverty makes it imperative to demand national support for improving or establishing social dialogue in the industry. The forms of national support needed are the institutional and legal frameworks outlined in section 4, public encouragement and political will.

Developing an HCT national plan

Commitment to social dialogue in the HCT industry logically leads to a forum such as a tripartite national tourism committee where a wide range of issues can be discussed and resolved. The development of a national strategy or action plan for the sector would typically be the central concern of such a body as most issues relate to it. The development of such a plan first needs an analysis of the situation and issues facing the sector in order to agree on the right actions for the future.

The issues to be discussed on a tripartite plus,¹ tripartite or bipartite² level can cover all of those outlined in the matrix at section 6. These relate to social protection, employment and social security, HRD including vocational training, qualification and certification, institutionalising labour-management relations at regional, national and enterprise levels within the sector, studies on the future of tourism and development, competitiveness, productivity and improvement of working conditions

SWOT

A SWOT analysis is a typical starting point for industry consultation, which can be undertaken as part of a social dialogue meeting for the HCT plan. SWOT, in English, stands for strengths, weaknesses, opportunities and threats. These are the four dimensions that need to be assessed before planning effective strategies. Good facilitation skills rather than detailed technical knowledge are more useful in leading this exercise, as suggestions must be concise and can be explained so that everyone understands. Technical knowledge is usually available from the participants themselves.

Usually the participants are divided into three or four groups – preferably a mix of representation into each group so that perceived barriers can be broken down. Each group can report their views against each of the dimensions, or one dimension might be allocated to each group. Group reports are made back to the whole meeting and priority elements clustered, refined or added to for finalization.

Some examples for a typical first cut of suggestions might look like this on the whiteboard or flipchart:

¹ Tripartite plus: government, employers' and workers' organizations, *plus* other stakeholders such as NGOs, community organizations, local government and international agencies.

² Bipartite: employers' and workers' organizations without government representation.

Example of national HCT sector SWOT – first cut

Strengths	Opportunities
<ul style="list-style-type: none"> ■ HCT biggest part of economy ■ HCT growing 5 per cent each year ■ Effective tourism ministry ■ Good marketing campaign in Europe ■ Favourable climate ■ Local community involvement 	<ul style="list-style-type: none"> ■ Big regional meeting in capital next year ■ More low cost airlines to fly here ■ Cruise ships increasing ■ Diving areas underused ■ Venue for next regional games bid possible
Weaknesses	Threats
<ul style="list-style-type: none"> ■ Poor roads in South ■ Accommodation standards poor outside capital ■ High staff turnover ■ Poor vocational training ■ Extreme seasonality – few visitors in wet season ■ Tourists complain about begging ■ Image affected by child labour 	<ul style="list-style-type: none"> ■ Beaches threatened by sea levels ■ Increasing security alerts ■ Pay disputes possible ■ Increased poaching of good staff hotel-hotel ■ Industrial pollution affecting some tourist spots ■ Alternative destinations improving

When developing an HCT plan these SWOT elements need to be taken into account in a systematic way:

- strengths should be built on;
- weaknesses overcome or minimized;
- opportunities exploited; and
- threats averted.

Building on strengths

Some examples of strategies that build upon the same strengths listed above might be:

Strengths	Strategies
■ HCT biggest part of economy	<ul style="list-style-type: none"> ■ Undertake definitive research ■ Demonstrate this to government ■ Publicize and lobby for support
■ HCT growing 5 per cent each year	<ul style="list-style-type: none"> ■ Research key growth factors ■ Research key growth barriers
■ Effective tourism ministry	<ul style="list-style-type: none"> ■ Publicize support for key policies
■ Good marketing campaign in Europe	<ul style="list-style-type: none"> ■ Assess why ■ extend marketing campaigns to other sources, e.g. North America, China
■ Favourable climate	<ul style="list-style-type: none"> ■ Quantify ■ Publicize in marketing
■ Local community involvement	<ul style="list-style-type: none"> ■ List benefits to communities ■ Extend links with local government ■ Ask for ideas to boost industry

Minimizing weaknesses

Likewise, some examples of strategies that minimize the same weaknesses listed above might be:

Weaknesses	Strategies
■ Poor roads in south	<ul style="list-style-type: none"> ■ Lobby national and local government to improve ■ Point out other benefits to economy and employment ■ Seek support from transport industry
■ Accommodation standards poor outside capital	<ul style="list-style-type: none"> ■ Undertake program to improve ■ Discuss with local government ■ Seek support from building industry for skilled workers and materials
■ High staff turnover	<ul style="list-style-type: none"> ■ Assess reasons through enterprise questionnaire ■ Develop industry vocational training materials ■ Smooth seasonality ■ Improve working conditions – refer to Convention No. 172 and Recommendation No. 179
■ Poor vocational training	<ul style="list-style-type: none"> ■ Develop industry vocational training materials ■ Secure specialist trainers ■ Lobby government to improve national system ■ Ensure accreditation based on competencies ■ Establishing and improving labour-management relations
■ Extreme seasonality – few visitors in wet season	<ul style="list-style-type: none"> ■ Develop more alternative experiences and sites for low season ■ Encourage local conferencing at low season venues ■ Use downturn for off the job vocational training and refurbishments ■ Improve working conditions refer to Convention No. 172 and Recommendation No. 179
■ Tourists complain about begging	<ul style="list-style-type: none"> ■ Discuss with local communities ■ Improve local hire rates ■ Explain situation and how to deal with in tourist arrival pamphlets ■ Create income opportunities, private-public partnerships, move informal workers into formal employment
■ Image affected by child labour	<ul style="list-style-type: none"> ■ Adopt industry-wide campaign to eliminate ■ Discuss with education ministry, ILO and local schools ■ Provide industry-supported scholarships

Exploiting opportunities

Examples of strategies that exploit the opportunities above might be:

Opportunities	Strategies
■ Big regional meeting in capital next year	<ul style="list-style-type: none"> ■ Discuss with government tourism and foreign affairs ■ Contribute to special events and spectacles ■ Market capital and other attractions to attendees and their families ■ Encourage attendees to stay longer ■ Offer discount deals for longer stays ■ Ensure accommodation, transport and entertainment quality is at best ■ Specially train reception staff in customs of major countries visiting.
■ More low cost airlines to fly here	<ul style="list-style-type: none"> ■ Assess market implications ■ Develop more budget hotel accommodation ■ Improve bus services from airport to city
■ Cruise ships increasing	<ul style="list-style-type: none"> ■ Get advance schedules ■ Assess passenger interests ■ Tailor timing of special attractions to ship arrivals ■ Market destinations direct to ships and shipping lines
■ Diving areas underused	<ul style="list-style-type: none"> ■ Assess market ■ Lobby for protected status ■ Encourage community involvement in maintenance ■ Market direct to tour operators
■ Venue for next regional games bid possible	<ul style="list-style-type: none"> ■ Link with sport groups ■ Quantify benefits to economy ■ Encourage government to bid ■ Engage industry specialist to coordinate arrangements if successful

Averting threats

Some examples of strategies to avert the threats listed might be:

Threats	Strategies
<ul style="list-style-type: none"> ■ Beaches threatened by sea levels 	<ul style="list-style-type: none"> ■ Discuss with local and national government ■ Seek expert advice ■ Lobby for sustainable solutions ■ Adopt revised resort building codes
<ul style="list-style-type: none"> ■ Increasing security alerts 	<ul style="list-style-type: none"> ■ Discuss with police and army ■ Consult communities ■ Develop industry policies ■ Support staff training ■ Support increase in staff diversity
<ul style="list-style-type: none"> ■ Pay disputes possible 	<ul style="list-style-type: none"> ■ Discuss with unions ■ Analyse key issues ■ Consider efficiency offsets
<ul style="list-style-type: none"> ■ Increased poaching of good staff hotel-hotel 	<ul style="list-style-type: none"> ■ Test and support no poaching policy within industry ■ Harmonize industry pay scales ■ Accelerate recruitment and vocational training in high-demand occupations
<ul style="list-style-type: none"> ■ Industrial pollution affecting some tourist spots 	<ul style="list-style-type: none"> ■ Discuss with national and local government ■ Publicize ■ Seek enforcement of anti-pollution measures ■ Support alternative sustainable solutions
<ul style="list-style-type: none"> ■ Alternative destinations improving 	<ul style="list-style-type: none"> ■ Assess competitive advantages both ways ■ Target marketing that emphasises local competitive advantages ■ Support with staff training

Other approaches

An alternative (or complementary) approach to start the development of an HCT plan involves the participants in identifying what they see as the priority problems (both urgent and important) facing the industry. The facilitator can do this using three or four small groups to discuss informally and then report back to the whole meeting. It is usually done in five stages: (1) identify the problems in groups; (2) refine and allocate priorities to the problems in the whole meeting; (3) invert the problems into strategies (whole meeting); (4) allocate tasks (groups); and (5) allocate responsibilities and timing (whole meeting). One advantage of this approach is that it more strongly focuses on the priority issues than the SWOT analysis. However, it has fewer dimensions and therefore a narrower focus. Both methods used together are ideal.

The small group and whole meeting work might allocate key problem priorities as follows:

Priority	Problem
1	High staff turnover
2	Poor infrastructure
3	HCT not recognized by government as key sector
4	Industrial pollution
5	Extreme seasonality
6	Competition from alternative destination countries
7 (etc.)	Undeveloped attractions limit growth

When inverted, the same problems now become strategic challenges:

Priority	Problem →	Strategic challenge
1	High staff turnover →	Reduce staff turnover
2	Poor infrastructure →	Improve infrastructure
3	HCT not recognized by government as key sector →	Get government to recognize HCT as key sector
4	Industrial pollution →	Eliminate industrial pollution at tourist sites
5	Extreme seasonality →	Minimize seasonality
6	Competition from alternative destination countries →	Meet competition from alternative destination countries
7 (etc.)	Undeveloped attractions limit growth →	Develop new attractions to increase growth

The strategic challenges can then be worked on in small groups to list actions to achieve them. Responsibilities and timing can also be allocated at the whole meeting. The result is an outline of an industry plan. It might look something like this:

Priority	Strategic challenge	Actions to achieve	Responsibility and timing
1	Reduce staff turnover	<ul style="list-style-type: none"> ■ Assess reasons through enterprise questionnaire ■ Develop industry vocational training materials, ■ Smooth seasonality ■ Improve working conditions – refer to Convention No. 172 and Recommendation No. 179 	<ul style="list-style-type: none"> ■ Employer organization three months ■ Tourism and education ministry five months ■ See 5 below ■ Government
2	Improve infrastructure	<ul style="list-style-type: none"> ■ Identify and lobby national and local government to improve roads where needed, ■ Seek support from transport industry. ■ Undertake programme to improve accommodation where needed, ■ Discuss with local government, ■ Seek support from building industry for skilled workers and materials 	<ul style="list-style-type: none"> ■ Employers two months ■ Employers' and workers' organizations two months ■ Government and employers 12 months ■ Employers two months ■ All three, two months
3	Get government to recognize HCT as key sector	<ul style="list-style-type: none"> ■ Undertake definitive research including key growth factors and barriers ■ Demonstrate this to government ■ Publicize and lobby for support ■ Promote and ratify Convention No. 172 and Recommendation No. 179 	<ul style="list-style-type: none"> ■ Employers four months ■ Employers' and workers' organizations fifth month ■ Employers' and workers' organizations fifth month ■ Government
4	Eliminate industrial pollution at tourist sites	<ul style="list-style-type: none"> ■ Discuss with national and local government ■ Publicize ■ Seek enforcement of anti-pollution measures ■ Support alternative sustainable solutions 	<ul style="list-style-type: none"> ■ Tourism ministry two months ■ Employers and workers one month ■ Tourism ministry three months ■ All
5	Minimize seasonality	<ul style="list-style-type: none"> ■ Develop more alternative experiences and sites for low season ■ Encourage local conferencing at low season venues ■ Improve working conditions – refer to Convention No. 172 and Recommendation No. 179 ■ Use downturn for off the job vocational training and refurbishments 	<ul style="list-style-type: none"> ■ Government one–two years ■ Employer organization marketing three months ■ Government ■ Employers' organization next season
6	Meet competition from alternative destination countries	<ul style="list-style-type: none"> ■ Assess competitive advantages for national industry against competition and vice versa ■ Target marketing that emphasises local competitive advantages ■ Support with staff training 	<ul style="list-style-type: none"> ■ Tourism ministry four months ■ Tourism ministry with employers ■ Employers with workers' organizations
7 (etc.)	Develop new attractions	<ul style="list-style-type: none"> ■ Identify and assess market for each ■ Seek protected status where necessary ■ Seek development partners ■ Encourage community involvement in maintenance ■ Upgrade infrastructure where needed ■ Market direct to tour operators 	<ul style="list-style-type: none"> ■ Tourism ministry six months ■ Tourism ministry seventh month ■ Tourism ministry with employers ■ Employers and local government ■ National and local government ■ Tourism ministry

Building trust and democracy

Both trust and democracy can be demonstrated at the same time with a points-based approach to determining priorities. The facilitator usually needs a means to efficiently decide the whole meeting's view of priority order, especially when using the problem inversion approach to planning immediately above. The points-based system can also be used to reduce a large list to a smaller, more manageable one. The result is equitably determined by the meeting itself. The points system works by allowing each participant to allocate a sum of ten points to their suggested priorities in any way they choose. For example, one participant could allocate seven points to one priority and three to another. A second participant could allocate one point each to ten priorities. The top priorities are those with the most total points allocated.

Human resource development strategy

The development of an HCT sector plan will encompass many issues. However many of those issues and problems may well point to the need to develop a considered HRD strategy (or plan) for the industry at the national level. While wider social dialogue may identify this need, often it is appropriate for an industry subcommittee to draft the plan. The subcommittee would consist of particular representatives from the three organizations. The wider meeting would ratify their draft HRD strategy. Those particular representatives should have both expertise and interest in the HRD area. If funds are available (for example from international agencies), consultants can be valuable in providing structure and research to enable the plan to be completed efficiently.



The HRD strategy for the industry should be aligned with the wider sector plan. Developing an HRD strategy starts with the demand for and supply of recruits at all levels to the industry – both now and in the foreseeable future.

Supply of recruits now	Supply of recruits ten years time
<ul style="list-style-type: none"> ■ Entry level ■ Supervisory ■ Managerial ■ Specialist 	<ul style="list-style-type: none"> ■ Entry level ■ Supervisory ■ Managerial ■ Specialist
Demand for recruits now	Demand for recruits ten years time
<ul style="list-style-type: none"> ■ Entry level ■ Supervisory ■ Managerial ■ Specialist 	<ul style="list-style-type: none"> ■ Entry level ■ Supervisory ■ Managerial ■ Specialist

Growth estimates for each part of the HCT sector are the basis for predicting future needs.

The strategy should also cover the range of skills required, how those skills should best be delivered, pay scales and working conditions, and dispute settling procedures.

For example, some of the issues associated with recruitment at each level might look something like this:

Supply of recruits now: Issues		Supply of recruits ten years time: Issues	
■ Entry level	■ Lack literacy	■ Entry level	■ Literacy improving
■ Supervisory	■ Lack language, IT	■ Supervisory	■ From entry level, need career structure, training
■ Managerial	■ Few local, lack management, IR * skills	■ Managerial	■ More local
■ Specialist	■ Lack IT, marketing skills	■ Specialist	■ More mobile
Demand for recruits now: Issues		Demand for recruits ten years time: Issues	
■ Entry level	■ Casual, competitive enterprises	■ Entry level	■ Enhanced literacy
■ Supervisory	■ Gaps, seasonality	■ Supervisory	■ More Chinese speakers
■ Managerial	■ Low salary levels	■ Managerial	■ Corporate social responsibility
■ Specialist	■ Need better marketing	■ Specialist	■ More ecological cultural and training skills

* Industrial relations.

Some recent examples of tourism HRD plans, one at national level and one at subregional level are illustrated below.

In *Mongolia*, as part of its Master Plan on National Tourism Development, a national HRD plan for tourism was developed with help from Japan. ¹ The process involved first a review of the education and training system, followed by an analysis of human resource development needs. Based on these needs, a tourism HRD plan was developed with a focus upon:

- vocational education;
- higher education;
- private sector involvement in HRD; and
- strengthened tourism services in the countryside.

The upgrading of the tourism education curriculum and the development of park rangers were the most urgent matters. The plan also proposed an aid package for:

- a train the trainers programme;
- development of curricula and syllabi;
- an internship programme suitable for vocational students; and
- a series of seminars to upgrade the practical skills of the tourism sector workforce.

The five South Asian countries of *Bangladesh*, *Bhutan*, *India*, *Nepal* and *Sri Lanka* have developed a cooperative HRD plan with help from the Asian Development Bank (ADB) ² beginning in 2004. The overall strategic objectives of their tourism development plan were to:

- build a cooperative spirit among the tourism industries of the subregion;
- contribute to sustainable economic growth;
- use tourism to reduce poverty;
- generate employment opportunities; and
- facilitate private sector investment in tourism.

In line with those overall strategic objectives, the HRD plan aims to raise the minimum skill levels in the tourism industry to meet employment opportunities, and to enhance the visitor experience by supporting more consistent service delivery and ecotourism. It includes a series of trainer training (ToT) workshops. The training targets three levels of education, from the basic, grass roots local level (tier I), through middle management and tertiary levels (tier II) to advanced skills (tier III). The subregional HRD activities for 2006–11 include the following priorities:

1. Creating a network of excellence

- Focal persons appointed and resourced by each national tourism organization
- Purpose-designed web site developed by India
- Common minimum training programme (CMTP) course structures loaded on web site by India

- Information for CMTTP participants put on web site by each national tourism organization.
 - Network expanded to include other organizations.
2. **Improving front line hospitality**
 - Local host training delivered by trained trainers
 - Sustainable user-pay system developed for wider industry
 3. **Fostering community-based tourism**
 - Handicraft and tourism environmental awareness programme training delivered by trained trainers
 - Market positioning as leaders in community-based tourism
 4. **Improving standards of guiding**
 - On-site ecotourism and heritage guide training
 - Trekking and naturalist guide training with an NGO
 - Cultural heritage guide training and certification with UNESCO
 5. **Supporting tourism training institutions**
 - Training institutions and individuals linked by web site networking
 - National tourism organizations and institutes use the Asia–Pacific Educational Training Institute for Tourism for international linkages
 - Common minimum standards shared and strengthened
 6. **Strengthening national and local tourism organizations in project management**
 - National tourism organization resources available for focal persons to meet each year
 - National tourism organization staff actively using web site networking
 - Further national and local tourism organization training, possibly on joint marketing.

¹ Source: Padeco Japan, at www.padeco.co.jp/introduction.htm. ² Source: ADB, at www.adb.org/Documents/Reports/Consultant/37367-REG/37367-REG-TACR.pdf.

Vocational training

Vocational training is a major part of human resource development planning. Some of the key questions to be decided are the nature and extent of training required and the degree of industry support. Selection of trainees, work placements for trainees and interns, training release issues as well as internal staff training programmes are also key. Most importantly, good trainers and teachers need to be available.

The overarching concern for vocational training, however, is that it must be relevant to real work and industry demands into the future. There is no point in providing vast amounts of training in silver service, for example, if the future is more casual, individualized and ecological. Cultural and basic language training needs to account for the larger and growing sources of tourists. Management training needs to be more open and democratic – and more ecologically sensitive – because that is the future everywhere. Vocational training is only sustainable when it is based on structured labour-management relations. This not only for all questions of curriculum and certification, but it is also important to motivation and quality. Vocational training has to be linked to the improvement of working and living conditions in order to build motivation.

Tourism vocational education and training in *Malta* is conducted at the Education Ministry's Institute of Tourism Studies. Conversely, the hospitality and tourism industry provides work placements for students. One study programme enables graduates to join a degree course in tourism offered by the University of Malta. Foreign universities and hotel schools as well as the Hotel and Catering International Management Association accredit programmes of study. The courses offered at the Institute range from operational to managerial levels. There are counsellors, tutors and mentors who support the students in their career choices and study, including in local work placements and during overseas Internships.*

* Source: Ministry of Education, Malta, at www.education.gov.mt/edu/edu_04.htm

Tripartite consultation is critical on this issue, as the provision of much of the training needs government support and initiative. Certainly the education ministry as well as the tourism, labour and commerce ministries should be represented during social dialogue on this issue.

A project in *Morocco* to reform vocational training to 2014 is based on the need to modernize in the context of globalization. The free trade zone with the EU, to be created by 2012, opens up new possibilities but with great risks. Morocco's school-like vocational training system is not geared to the needs of the job market. Low qualification levels reduce productivity, hamper corporate innovation and development and contribute to an uncompetitive Moroccan business. Vocational training will convert to a dual system including in-company training with qualifications recognized by the state and oriented to the needs of industry. Important actions include the dissemination of international standards, new occupations and results monitoring. At the management level, sectoral committees (including HCT) will be established. In cooperation with all stakeholders, organizational aids for vocational training will be introduced. At the implementation level, dissemination of the dual training system is supported by the most important business sectors: textiles and tourism. The creation of in-house training centres for basic instruction of apprentices and for further training of skilled workers is of prime importance. Concurrently, human resource management in companies will be strengthened, especially at middle management level. The project cooperates with programmes of the European Union (EU), the Canadian Development Cooperation organization *Approche par Compétences* (APC) and other donors such as Belgium, France and the ILO.*

* Source: GTZ, Germany, at gtz.de/en/weltweit/maghreb-naher-osten/marokko/6409.htm - 20k.

For trade unions in the sector, vocational training concerns often relate to equality of access to training (and hence career advancement), ensuring that competencies are truly industry-wide rather than enterprise only, and that release of staff for off-the-job training does not result in impossible workloads for those remaining on the job.

For employers, the relevance of the training to actual industry demands and the degree of government support are usually central issues. For government, system efficiency and its capacity to reduce unemployment are key, as well as its contribution to economic growth.

Occupational safety and health

Occupational safety and health (OSH) dialogue at the national industry level must be supported with adequate (and enforced) labour laws based on international standards. Ideally, this means that the laws focus on prevention rather than compensation if accidents occur. It means that only sufficiently trained competent staff are able to perform dangerous tasks, that protective equipment is provided and that hazards are assessed systematically and cooperatively with the workforce.

The minimizing of stress that is often caused by work overload and working too long hours without adequate breaks, is particularly important in this industry. High stress is also often associated in the industry with threats of violence at work, especially due to night-time activity and alcohol, the fact that many staff are in constant interface with customers, with low pay so that many staff have to work a second job, and with the existence of

younger more vulnerable groups. Lower stress levels means fewer accidents and illness, and better service quality.³

A risk management approach to dialogue on this issue can help to structure discussions and bring about improvements that benefit workers as well as employers. Fewer accidents, less time lost as a result, a more serene experience for guests and an enhanced reputation of the local industry are all benefits of good health and safety measures.

Food poisoning is often high risk in the industry, for example. Motor vehicle accidents are another, especially with hotels and tour groups. Coping with extreme weather events is often high risk in tropical areas. Avalanches and fires are often high risks in alpine and urban destinations respectively.

Accurate information is critical to enable effective consultation on measures to minimise such risks throughout the industry. Insurance claims records over the past 5 years can be an excellent starting place to identify areas of concern. Enterprise or government medical records can also be valuable. An industry policy that supports workplace dialogue can help ensure that measures are carried out.

An example of information that might be used to support industry dialogue on health and safety is given below:

Events past five years	Number of events	Initial industry cost	Injuries	Deaths	Other effects
Hotel and restaurant fires	8	Total \$1.5 million insurance payouts	7	4 (2 guests, 2 staff)	Loss of business eight months
Motor accidents in industry	20	\$120 000 insurance payouts	21	5 (3 guests, 2 staff)	Lost time, funeral arrangements, repatriation of bodies,
Incidents of violence	22	Legal costs \$20 000, workers' compensation	20, including 6 stabbings	1 staff	Lost time, funeral arrangements, image
Hurricanes	2	\$2.5 million insurance payouts	12	1 staff	Rebuilding needed, re-insurance prohibitive
Burns	30 plus	Workers' compensation	30 plus (all staff)	0	Time lost
Drownings	4	\$200 000 payouts	Unknown	4 (children)	Time, effect on business and morale
Food poisonings	5	\$150 000 payouts	75 (serious illness)	1 (child)	Effect on business, time
Communicable disease outbreaks	1	0	5 (serious illness)	0	Potential serious effect

All of the above are potential high risk events. Possibly the communicable disease event carries the most risk because of the potential numbers of people it could involve, although as yet it is not demonstrated on the figures. The burns have been the most common, albeit with the least financial costs in the period. However, given the above

³ See <http://www.ilo.org/public/english/dialogue/sector/sectors/tourism/socprot-violence.htm>.

example, the question for dialogue then becomes: *what are the most effective and efficient ways to minimize the risks?*

Sustainability

The issue of long-term sustainability of the industry at national level is often left to simmer as it can be displaced on the social dialogue agenda by more urgent matters. As growth in the industry continues, it is even less likely to be seriously discussed. Yet it is of profound importance given the economy's dependence on the sector in most countries. Continued growth is not inevitable.

There are several aspects to sustainability. They include:

- environmental concerns resulting from global warming;
- the unsustainable impact on historic sites resulting from increasing numbers of visitors;
- pollution, damage and carbon emissions from the industry itself;
- infrastructure maintenance and development;
- the need to protect and promote unique destinations;
- the industry's cultural and social impact on local populations; and
- the need to cater for future tastes of the tourist, domestic leisure and business market.

These concerns can be dealt with by an appropriate subcommittee, often with the help of international aid to help draw up and implement appropriate strategies once agreed. Or they can be dealt with as part of the overall planning and consultation for the industry.

As with health and safety, accurate information and professional advice is usually essential to provide a basis for informed dialogue to proceed. Examples of suggestions for proceeding with sustainability issues for industry social dialogue are illustrated below.

Sustainability issue	Approach
Global warming	<ul style="list-style-type: none">■ Evaluate impact on sector by location and year■ Determine remedial measures■ Ascertain funding required■ Seek funding
Impact on historic sites	<ul style="list-style-type: none">■ Ascertain consequences of projected visitor growth■ Seek advice from e.g. UNESCO■ Cost and recommend protective measures■ Government secures funds
HCT pollution, damage, carbon emissions	<ul style="list-style-type: none">■ Conduct industry audit■ Seek policy advice■ Discuss with government agencies■ Introduce guidelines
Infrastructure maintenance and development	<ul style="list-style-type: none">■ Determine key weaknesses in medium future■ Ensure part of infrastructure planning
Local cultural and social impact	<ul style="list-style-type: none">■ Set up discussions with local communities and governments■ Make recommendations to industry
Future taste changes	<ul style="list-style-type: none">■ Evaluate future directions of both supply and demand■ Publicize■ Implement via development planning

6. Social dialogue at the enterprise level

There may be government and industry support for social dialogue, but the real test of how it works is at the workplace, or enterprise level. However, at this level there is a very close common interest between employer and workers. The common interest is of course the success of the enterprise upon which their livelihoods depend. This is particularly conducive to social dialogue.

Enterprises can be single or multiple workplaces, depending on the size and locations of the enterprise itself. However, whether the enterprise represents only one workplace or several workplaces, arrangements for social dialogue should be made at the whole enterprise level to ensure a consistent approach.

Normal enterprise-level social dialogue is bipartite, that is between representatives of the workers and the employer. The government is not directly involved, even where it is a state-owned enterprise as is the case in some countries in tourism services, hotels¹ and catering institutions.

Enterprise social dialogue arrangements should be in line with legislation and any government regulations or guidelines. At this level, social dialogue policies and structures should be as clear as possible but without unnecessary formality and bureaucracy. However, it is essential that any significant agreements and records should be in writing to avoid any later confusion as to what has been done or agreed.

Ownership

If workers at an enterprise feel they have been consulted about significant issues that affect them, then the implementation of measures will be much more successful than if procedures are simple dictated from management in disregard of what employees may think. This ownership is the key benefit of social dialogue. It is simply good practice for the enterprise.

Structures: Works Councils

There is a wide variation amongst countries in workplace arrangements, and a lack of good data. Some countries, such as Japan, report the number of joint (or “parallel”) labour-management councils in firms, while others do not. In most Western European countries works councils are mandatory, yet there is no systematic information on what they do in practice. These institutions also differ in terms of scope. Works councils in Europe are typically involved in all aspects of the employment relationship except for wages. By contrast, there are many countries where the scope is limited. In the Philippines, for example, labour-management councils typically discuss only safety, health and welfare issues.

While works council functions vary, there is also a debate on whether works councils in fact substitute for unions. On the other hand, European experience shows that unions

¹ *Posadas* in Spanish-speaking countries and *pousadas* in Portuguese areas are inns and hotels that are often government owned.

can work well with works councils, often exercising significant control over them.² Various agreements have been concluded in this sector between workers (and/or workers' representatives) and companies arising out of the Council Directive 94/45/EC on the establishment of a European Works Council. The directive calls on companies with more than 150 employees operating in two or more countries of the European Union to establish works councils to discuss information and consultation arrangements.

A recent discussion paper³ on social dialogue proposed five categories of parallel workplace arrangements that descend from those widespread with broad scope to the rare and narrow.

Category A: Where parallel workplace representation arrangements generally exist in most firms and where these institutions take substantial decisions regarding day-to-day workplace issues i.e. where the scope is broad.

Category B: Where only a minority of firms have parallel representation arrangements but where they take substantial decisions – that is where the scope is broad.

Category C: Where parallel representation institutions commonly exist, but have limited scope (e.g. safety and health only, or welfare only or some other combination that suggests limited scope).

Category D: Where parallel representation with limited scope exists but only in a minority of firms.

Category E: Where parallel representation institutions do not exist, or they exist but are not routinely used.

Small and medium-sized enterprises

In SMEs in the sector (with less than about 20 employees each), social dialogue on major issues is often fraught with difficulty. While such enterprises can be family-run and worked, many include workers who are not family members. Day to day issues in small enterprises can also often be resolved informally due the firm's inherent flexibility. However, significant and more long-term matters can easily be overlooked and fester.

One solution to this is to set up forums within particular geographical areas⁴ that aim to provide bipartite or wider discussion of common issues affecting the subsector. In the absence of such arrangements both employer and worker representation at the national sector level should include appropriate representation from SMEs.

Workers' representation

The principle of workers freely represented by free organizations is as equally important at the enterprise level as it is for effective social dialogue at the national level. However, there can be particular issues with enterprises. One of them is the possible existence of several different unions within the one enterprise. This is especially likely if unionization is based on occupational rather than industry lines. Further, sometimes different union organizations can be antagonistic towards each other, which makes the issue of representation even more delicate. Another possible issue is that a union has not

² *Social dialogue for decent work*, S. Kuruvilla, International Institute for Labour Studies (Geneva 2003).

³ *ibid.*

⁴ As in Belgium, for example.

implemented grass-roots representation ⁵ within the enterprise, so that its representation may come from someone outside the enterprise with little familiarity with its operations. There may be a lack of union membership itself or poor quality representation so that worker views are not clearly expressed.

Some of these representational issues can be dealt with through informal discussions. They can be a real challenge for the skills of those who arrange social dialogue events. The box below outlines some suggestions on how they might be dealt with.

Issue	Suggestions
Several different unions at enterprise	<ul style="list-style-type: none"> ■ Unions decide representation as a group according to membership size at enterprise ■ Deal with most representative union ■ Deal with different representation according to issue ■ Accept situation, get bigger table
Unions at enterprise are antagonistic to each other	<ul style="list-style-type: none"> ■ Emphasize common interests with enterprise ■ Facilitate personal interaction between representatives ■ Seek to understand and isolate reason for antagonism
No union democratic grass-roots representation at enterprise	<ul style="list-style-type: none"> ■ Encourage and provide time and facilities for union to conduct regular workplace elections
Few or no union members at enterprise	<ul style="list-style-type: none"> ■ Encourage membership, allow union leaders on premises to discuss with workers ■ Provide check-off for union fees from payroll
Poor quality union representation	<ul style="list-style-type: none"> ■ Set example of open management ■ Ensure good induction training for all workers ■ Encourage time off for union training ■ Access or provide training in social dialogue

Setting up

Setting up consultative arrangements in the enterprise requires thought about how to achieve results. The success of enterprise social dialogue can hinge on several factors, some essential considerations and others usually desirable, depending on the circumstances. The list below outlines some of the key factors that can influence the success:

Essential	Desirable
<input checked="" type="checkbox"/> Quiet space for meetings	Pre-training in social dialogue
<input checked="" type="checkbox"/> Adequate time for dialogue	Thorough understanding of issues
<input checked="" type="checkbox"/> Time for preparation and reporting back	Trust and mutual respect
<input checked="" type="checkbox"/> Honesty and openness	Minimum necessary formality
<input checked="" type="checkbox"/> Clear written record of outcomes	Regular meetings
<input checked="" type="checkbox"/> Clear responsibility to follow up	Written agenda for larger meetings
<input checked="" type="checkbox"/> Appropriate timing of meetings	Ideas in writing for larger meetings
<input checked="" type="checkbox"/> Reasonable advance notice	Cohesive union representation
<input checked="" type="checkbox"/> Authority to represent	Accurate information

⁵ Such as the regular election of workplace representatives.

Some of the desirable arrangements can vary with the size of the social dialogue meeting. At the small workplace level for example, meetings can be very informal and focus on problem-solving single issues. With larger enterprises, there will be more formality and probably several ongoing issues on the agenda. The last point in the “essential” column is often overlooked. Both employers’ and workers’ representatives must have the authority to represent their constituents. Whilst in both cases (for example the HR manager and the union representative) may have to report back to their respective constituents, discussions can only work if they can speak with representative authority.

Meeting alternatives

While face-to-face meetings for social dialogue are essential, phone and text messages and especially emails can be used (where facilities exist) to follow through on issues, make arrangements and share information.

Problem-solving methods

At the enterprise and workplace levels often the focus of social dialogue will be on a single practical issue, rather than the development of broad strategies or detailed plans. In such cases, it is often useful to use particular problem-solving techniques to ensure there is structure to the discussion and a way of ensuring input of ideas. Brainstorming and the fishbone analysis are two related techniques that can be used.

Brainstorming is a common way of approaching problems in a small group. Essentially, it involves the following process:

- | | |
|-----|---|
| (1) | define and agree the objective; |
| (2) | brainstorm ideas and suggestions with an agreed time limit; |
| (3) | categorize, condense, combine and refine suggestions; |
| (4) | assess and analyse the effects or results; |
| (5) | rank the options in priority order; |
| (6) | agree actions, responsibilities and timescale; |
| (7) | monitor and follow-up. |

Facilitation skills are needed to ensure good brainstorming, and it is most appropriate to larger enterprise issues. It also needs at least an hour or two to undertake, so it could be used for example at annual retreats where there may be more time and facilities available. In more detail, facilitators may find this advice useful:

Plan and agree the brainstorming aim

Ensure everyone participating in the brainstorm session understands and agrees the aim of the session (for example to formulate new job descriptions for guest service staff; to formulate new promotional activities, to identify cost-saving opportunities that will not reduce performance or morale, etc). Keep the brainstorming objective simple. Allocate a time limit. This will enable you to keep the random brainstorming activity under control and on track.

Manage the actual brainstorming activity

Brainstorming enables people to suggest ideas at random. Your job as facilitator is to encourage everyone to participate, to dismiss nothing, and to prevent others from pouring scorn on wilder suggestions (some of the best ideas are initially the craziest ones and people will not participate if their suggestions are criticized). During the random collection of ideas, the facilitator must record every suggestion on the flip chart. Use Blu-tack or sticky tape to hang the sheets around the walls. At the end of the time limit or when ideas have been exhausted, use different coloured pens to categorize, group, connect and link the random ideas. Condense and refine the ideas by making new headings or lists. You can diplomatically combine or include the weaker ideas within other themes to avoid dismissing or rejecting contributions (remember brainstorming is about team building and motivation too – you don't want it to have the reverse effect on some people). With the group, assess, evaluate and analyse the effects and validity of the ideas or the list. Develop and prioritize the ideas into a more finished list or set of actions or options.

Implement the actions agreed from the brainstorming

Agree what the next actions will be. Agree a timescale and who is responsible. After the session, circulate notes, monitor and give feedback. It's crucial to develop a clear and positive outcome, so that people feel their effort and contribution was worthwhile. When people see that their efforts have resulted in action and change, they will be motivated and keen to help again.

Human resource development

Of the likely issues that benefit from social dialogue at this level, HRD issues are probably the most common. While there will always be personnel-related problems and grievances that crop up on a day-to-day basis, such correct wage and overtime rates, good human resource development policies can ensure fewer grievances, a more committed and skilled workforce and a more efficient organization.

The elements of good HRD policies centre on clear career paths based on objective competencies for staff in each job category. Ideally, it should be possible for anyone to start with the enterprise as a new recruit and ultimately reach the top position through the acquisition of competencies and as a result of career opportunities. An enterprise's HRD policy should, as far as possible, be in line with industry-wide HRD strategies.

Some of the elements of enterprise HRD policy that may be consulted are listed below:

Element of HRD policy	Comment
✓ Objective entry and selection procedures that are non-discriminatory and inclusive	Can include objective testing
✓ Minimum number of job classifications	Promotes flexibility and communication
✓ No career barriers except for competency	Prevents unnecessary career limits
✓ Objective and clear competency standards at each level	Ensures staff have right skills for the job
✓ Integrated with industry standards	Allows easier access of industry training
✓ Competency-based training (CBT) provided for each competency level	Can be in-house, industry or government provided
✓ Wage levels objectively associated with competencies required for job	Strengthens link between skill and pay

Element of HRD policy	Comment
✓ Regular staff training provided	To update skills and knowledge (e.g. basic Chinese language, new computer procedures)
✓ Above-the-base entry points minimized	Makes internal career progression more likely and valuable
✓ No glass ceilings	Women especially should have equal opportunity for training and promotion
✓ Real equality of access to training, study and other opportunities	All staff should be guaranteed appropriate training and development opportunities
✓ Clear and fair discipline remedies	Important that these are widely understood
✓ Clear separation procedures and benefits	Including retirement, dismissal and redundancy arrangements

Occupational safety and health

Safety and health at work is a typical issue at both enterprise and workplace level that can show considerable improvement due to the ideas and ownership associated with social dialogue.

In larger HCT enterprises, the issue can be allocated to special joint committees, or it can be dealt with as part of regular social dialogue at the enterprise or workplace. As with industry-wide strategies (see previous section), it should be dealt with on the basis of risk-management according to objective priorities. Often overlooked safety issues at the enterprise level also often involve staff and guest safety from theft or violence, especially when staff may be returning home late at night. If not dealt with, this sort of problem can form the basis for considerable resentment towards management and be costly in terms of efficiency and productivity.

A joint assessment or audit of health and safety standards at the enterprise is a good way to start social dialogue on the issue. Incidents and hazards can then be ranked in priority risk order for elimination or minimization. If records are kept of accidents and events, then the audit can be made much easier. A typical audit might result as in the example below:

Priority (risk)	Hazard	Incidents past year, comment	Possible action
1	Fire	One – quickly extinguished	Ensure extinguishers, procedures and exits are operating properly, review three monthly
2	Burns	Six – two serious	Provide protective equipment, training, revise cooking and carrying procedures
3	Assaults on staff and guests after daylight hours	Five – three staff, two guests	Upgrade security and lighting. Provide transport
4	Minibus accidents	Two collisions, minor injuries to one guest	Defensive driving training
5	Cuts	Seven minor (staff)	Posters
6	Drowning in pool	None, but two children in difficulties	Pool fence repaired. First-aid training
7	Terrorist attack on guests	None, but few safeguards in place	Seek industry advice

Efficiency

A more efficient enterprise benefits everyone – guests get a better service, staff can do more and better, and the enterprise will be more productive and profitable. The ideas and commitment of staff to improving efficiency can make a big difference in this respect. Efficiency is not only about higher volume of service. It is also about better quality. There is little point in being able to deal with 100 guests rather than 50 in an hour if the quality of the service is poor. Guests are acutely aware of service quality in the industry and they will take their business to where they can find it.

Areas that typically might be discussed to improve efficiency at the enterprise are outlined below:

Area	Quantity	Quality
Peak workload times	Staff numbers needed	Mix of staff skills needed
Off season	Staff numbers needed	Mix of staff skills needed
Overtime and shifts	Limits per staff member	Service improvement and impacts
Guest reception procedures	Elimination of unnecessary elements. Better staggering of bookings and arrivals	Better IT
Taking bookings	Simplification of forms	Promote email
Room service	Upgrading of in-room facilities	Use insulated trolleys
Energy costs	Energy audit, automation lights off for vacant rooms, replacement of light bulbs, solar alternatives	Better insulation, alternative sources, energy audit, electric vehicles,

Sustainability

How the enterprise can contribute to sustainability of the industry is extremely important. This is an area where enterprise social dialogue can not only contribute immediately, but also more widely and over a longer term. Social dialogue can produce benefits for both the industry and the enterprise at the same time.

Sustainability issue	Enterprise approach examples
Local communities hostile, little benefit	Involve local community in contribution of ideas, source of recruitment, manufacture of goods, provision of services, security
Carbon footprint not sustainable, costly	Minimize through energy audit. Promote to industry and potential guests
Rising sea levels threaten beaches	Raise as national industry issues with similar enterprises
Global warming threatens snowfields	Raise as national industry issues with similar enterprises
Historic sites degraded by numbers of visitors	Contribute ideas and resources to their preservation
Local recruitment declining	Conduct fishbone analysis, share information with similar enterprises
Sustainability issue	Enterprise approach examples
Local communities hostile, little benefit	Involve local community in contribution of ideas, source of recruitment, manufacture of goods, provision of services, security
Carbon footprint not sustainable, costly	Minimize through energy audit. Promote to industry and potential guests
Rising sea levels threaten beaches	Raise as national industry issues with similar enterprises
Global warming threatens snowfields	Raise as national industry issues with similar enterprises
Historic sites degraded by numbers of visitors	Contribute ideas and resources to their preservation
Local recruitment declining	Conduct fishbone analysis, share information with similar enterprises

Redundancy

Redundancy procedures are the source of considerable conflict and antagonism. It must be accepted at the outset that there will always be bad feelings and grievances that result. However, the negative impact of redundancies will be minimized if they are consulted and worked out well in advance.

Consult early

In fact, the ILO Termination of Employment Convention, 1982 (No. 158), says in part that employers contemplating terminations for “economic, technological, structural or similar” reasons should consult with workers’ representatives as early as possible:

... employers shall:

- provide the workers’ representatives concerned in good time with relevant information including the reasons for the terminations contemplated, the number and categories of workers likely to be affected and the period over which the terminations are intended to be carried out;
- give, in accordance with national law and practice, the workers’ representatives concerned, as early as possible, an opportunity for consultation on measures to be taken to avert or to minimize the terminations and measures to mitigate the adverse effects of any terminations on the workers concerned such as finding alternative employment; and
- notify, in accordance with national law and practice, the competent authority thereof as early as possible, giving relevant information, including a written statement of the reasons for the terminations, the number and categories of workers likely to be affected and the period over which the terminations are intended to be carried out.⁶

Avert

Convention No. 158 says that the purpose of the consultations should be to avert or minimize its effects. While there will be a need to discuss the redundancies with those directly affected if and when finally determined, the consultations should initially focus on alternative actions that could avert redundancies. These alternatives can include relying on natural staff turnover for example, or on expanding the enterprise in a different direction that shows commercial promise.

Minimize

If, despite these alternatives to avert them, redundancies are still necessary, the consultations should then focus on how to minimize their effects on both numbers of workers and overall impact. One such method is to first seek volunteers to be made redundant. If incentives packages are offered beyond the legal standard required, then more volunteers will result. The more flexibly the workforce is structured, the easier this becomes, because workers can be more easily replaced by those remaining. Combining redundancies with natural turnover, no new hiring and placements with similar enterprises is also logical.

⁶ Quoted extracts from Convention No. 158, Articles 13 and 14.

Criteria

If there still remains a need for involuntary redundancies, then the criteria for those to be given notice needs to be worked out. In this regard, discrimination in such criteria should be avoided. For example, often “last on – first off” or length of service arrangements tend to discriminate against women and minority groups because of their family imperatives.

The matters for consultation then become something like the example below:

Stage	Avert
<input checked="" type="checkbox"/> Inform and consult workers' representatives	Rely on natural staff turnover instead? Expand business in new direction? Discuss other possible actions
<input checked="" type="checkbox"/> Decide redundancies still necessary	Minimize Develop voluntary package of benefits? Seek volunteers for redundancy packages No new hiring for period? Seek placements elsewhere in industry?
<input checked="" type="checkbox"/> Determine some involuntary redundancies still necessary	Criteria Consult on criteria for involuntary redundancies and timing (Note: non-discrimination)

During consultations on redundancies, care should be taken to identify all parties that might be affected by the changes. For example, outside firms that provide services for staff such as laundry of uniforms and local communities may be affected. Good management implies that their views should be taken into account as well. The appropriate government agency should also be informed.

Collective bargaining

Collective bargaining⁷ is covered by the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), to which all ILO member States are bound. Based on free and independent representative organizations, Convention No. 98 states that “measures appropriate to national conditions shall be taken, where necessary, to encourage and promote the full development and utilization of machinery for voluntary negotiation between employers or employers’ organizations and workers’ organizations, with a view to the regulation of terms and conditions of employment by means of collective agreements”.⁸

Note that the Convention encourages voluntary negotiation between workers’ organizations and both employers’ organizations and *individual employers*. Subject to

⁷ See also ILO Convention No. 154 and Recommendation No. 163 that spell out ways of promoting collective bargaining and highlight the responsibility of governments to create an enabling environment for collective bargaining and social dialogue to occur.

⁸ Convention No. 98, Article 4.

national laws, enterprise level collective bargaining is therefore encouraged as equally as it is at the sectoral level. Further, the Convention applies to the *terms and conditions of employment*. Whilst this is usually interpreted broadly, it not necessarily the same as matters of common interest.

Key considerations

All of the factors outlined above that apply to consultation apply even more so when it comes to collective bargaining. Collective bargaining at the national industry level will usually involve experienced negotiators on both sides of the negotiating table. From crucial and supportive importance is the ratification of the ILO Convention No. 172. However, at the enterprise level, sometimes both sets of negotiators may lack experience, or there may be a significant imbalance of capabilities. Therefore, negotiations will usually work better when both sides have had training and experience in collective negotiations. Local ILO centres should be able to advise on where best to seek such training if employers' and workers' organizations cannot supply it.

Promoting social dialogue in "Europe 27" is one of the cornerstones of EU policy, including at sectoral level. As part of an EC-financed project for the tourism industry, in February 2007 the ILO Turin Centre, in cooperation with the European Federation of Food, Agriculture and Tourism Trade Unions (EFFAT), conducted a training-of-trainers course for trade unionists who organize employees of hotels, restaurants and catering services in eight of the EU's new member states: Bulgaria, Cyprus, Czech Republic, Estonia, Hungary, Latvia, Malta and Poland. This is the first step in a wider initiative to enhance the capacity of trade unions to organize different categories of employees and upgrade their negotiating and collective bargaining skills at company, national and European levels. It will be followed by eight seminars at national level in the aforementioned countries, with the continued assistance of the Centre's Programme for Workers' Activities and EFFAT .

Source: ILO Turin International Training Centre, <http://www.itcilo.it/english/bureau/turin/whatisnew/highlights/2007/index.htm>.

In conducting negotiations, it is especially important that the following factors are taken into account: first, negotiation is voluntary. Both parties must be willing to negotiate. Second, there must be adequate time and facilities to allow full negotiation on the issues concerned. If the collective bargaining is only on one issue – overtime maximum limits, for example – then this will take less time and facilities than for negotiations over an entire package of wage rates for each job classification, working time and productivity offsets. Third, the purpose of negotiate is to reach agreement. That means both parties should seek to outline areas of common ground on which there is little or no disagreement and then focus on areas where there is more disagreement with a view to making equal concessions or new proposals so that agreement can be made. Lastly, while both parties must have the authority to negotiate for their constituencies, final agreement is best made if the draft agreement is endorsed by the constituencies following the negotiations. Consideration of the length of application of the agreement before any renegotiation is necessary, and the national regulations on the matter can also be significant.

- Trained and experienced negotiators
- Negotiators have authority to negotiate
- Both parties wish to negotiate
- Adequate time and facilities for negotiations
- Areas of common ground outlined
- Focus on areas of disagreement for equal concessions or new proposals
- Final draft agreement endorsed by constituencies
- Length of application of agreement considered
- National law and regulations taken into account

7. Additional information

Top ten facilitation tips ¹

1. *Manage time carefully.* Drawn-out and unproductive conversations frustrate everyone – but heavy-handedness is rarely well received either. Instead, try the following: appoint a timekeeper (to share the responsibility with a group member); clarify the time available for each agenda item at the start of the discussion; and remind people of the time in a low key manner.
2. *Draw people out and encourage creativity.* Group members are often fearful of introducing ideas that are not well developed, or that run counter to current wisdom. But it is important to draw those ideas out, to encourage innovation and creativity. To do this, you can: ask questions that solicit new ideas; make an explicit appeal to suspend judgement for part of the discussion; use a discussion format that encourages creative thinking; and change group structure (e.g. break into small groups to create a less threatening environment for expressing new ideas).
3. *Paraphrase.* After hearing someone speak, it is often helpful to sum up what they have said. Facilitators need to be able to listen to a complex statement and make it succinct for the benefit of the group. Paraphrasing also reassures speakers that they have been heard, and helps them know whether they have communicated clearly.
4. *Clarify and probe (with caution).* This technique can help the speaker to be clearer as they articulate their idea. Tools for clarifying include: gently revealing apparent ambiguity in the speaker's comments; asking for examples or elaboration; and gently checking out what you think you hear people implying. Do be careful when probing that you are not trying to subtly control group discussion, especially when it is important for you to remain non-interventionist.
5. *Summarize key points.* This can be challenging, and you need to strike a good balance between completeness and clarity. You can check whether your summary is correct with a statement like “Here is a quick take on what I think has been said ... Have I captured most of the key points accurately? Is there anything I have missed or misconstrued?” Be careful not to open up the discussion again once it has been closed, though.
6. *Use graphics to summarize ideas.* They can be a valuable tool for framing discussions and can provide a map to guide discussions that follows. Facilitators should develop skills in using graphics to convey ideas. Do not be afraid to experiment, but back off if the diagram does not seem to be helping!
7. *Use the flipchart.* This can fulfil several functions: it signals to speakers that their ideas have been acknowledged; it helps to ensure that ideas are communicated clearly; it helps group members follow the thread of the conversation and frees them to concentrate on the present; it can help moderate the pace of discussion; and it serves as a record of the group's discussion.

¹ Adapted from Hollyhock leadership Institute; see <http://www.hollyhockleadership.org/resources/sharpeningyourskills/toptentipsfac>.

-
8. *Even out participation.* The facilitator's role is to make sure that there are opportunities for all to participate, while acknowledging that different group members generally need different amounts of speaking time. You can do this by: reinforcing rules (such as reminding the group that they agreed to hear from everyone); clarifying how much time is available for this topic; encouraging those who have not spoken; and changing the format for discussion (such as using a go-round, or breaking into subgroups.)
 9. *Manage the sequence of speakers.* The most common way to do this is with a list. However, simple lists do not work well in large groups and complex discussions. Sometimes a facilitator can strike a balance by allowing people not on the list to jump in when their comments follow directly on the previous one. Another creative option is to establish signals – for instance, a group can agree that holding up a red card indicates new ideas to be voiced, while a blue card indicates a comment that links directly to the previous speaker.
 10. *Name the process.* This is an important step towards helping groups become more effective. Ways to do this include making observations about how the discussion is progressing, doing quick evaluations of process along the way, and doing an evaluation at the end (“How did we do today? What did we do well? What could we improve?”)

Top ten facilitation faults ²

1. *Death grip:* Getting tight and controlling like an insecure substitute teacher, and watching the group rebel like unruly schoolchildren as you get more and more tight.
2. *Bystander:* Letting the group go on and on, getting nowhere, and painfully watching the life, energy and commitment drain from out of the group.
3. *Focus point:* Allowing the interaction to become all hub and spoke with you at the centre. You try to fix it. There is a question. You answer it. There is a suggestion. You evaluate it.
4. *Fear of being disliked:* Being unwilling to make the tough confrontations because you want to be liked.
5. *Process hole:* Engaging in long discussions about which process to use.
6. *Arrogant reprimand:* Arrogantly scolding the group for not doing it right (as if you had no part in it), making them feel badly, and then criticizing them for getting defensive.
7. *Blind to power:* Never clarifying where the power to decide really lies in the group, and watching everything unravel.
8. *Disconnection from real issues:* You join the group in descending into a bottomless pit of internal process, while all connection with the larger organization and external reality is lost.

² *ibid.*

-
9. *Losing neutrality*: Subtly (or not so subtly) pushing your own point of view and agenda, while pretending to be facilitating.
 10. *Drifting on agenda*: Allowing time to be completely eaten up in the first two agenda items and never getting to the most important challenge facing the group.

ILO web and publications

ILO Geneva

www.ilo.org

ILO HCT site

www.ilo.org/public/english/dialogue/sector/sectors/tourism.htm

Social dialogue publications

www.ilo.org/public/english/dialogue/sector/publ/index.htm

Child labour

www.ilo.org/ipecc/index.htm

Employment and poverty

www.ilo.org/public/english/employment/recon/poverty/publ.htm

Gender

www.ilo.org/dyn/gender/gender.home

HIV/AIDS

www.ilo.org/public/english/protection/trav/aids/

Migration

www.ilo.org/public/english/protection/migrant/projects/index.htm

Safety and health

www.ilo.org/public/english/protection/safework/

ILO booklets:

Human resource development, employment and globalization in the HCT sector (Geneva, ILO, 2001)

Note on the Proceedings, Tripartite meeting on HRD, Employment and Globalization in the HCT Sector (Geneva, ILO, 2001)

Workplace cooperation, A practical guide, Heron and Vandenabeele, ILO Regional Office for Asia and the Pacific (Bangkok, 1999)

Other international organizations:

European Industrial Relations Observatory (EIRO)

www.eurofound.europa.eu/eiro/sectors/15_2007.htm

International Organization for Migration

www.iom.int/jahia/jsp/index.jsp

United Nations World Tourism Organization

www.unwto.org

World Association for Hospitality and Tourism Education and Training (AMFORHT)
www.amforht.org

Employers' organization:

International Hotel & Restaurant Association
www.ih-ra.org

Workers' organizations:

International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Association (IUF)
www.iuf.org

International Transport Workers' Federation (ITF)
www.itfglobal.org

Union Network International (UNI)
www.union-network.org

Appendix I

Human Resources Development Convention, 1975 (No. 142)

Article 1

1. Each Member shall adopt and develop comprehensive and coordinated policies and programmes of vocational guidance and vocational training, closely linked with employment, in particular through public employment services.

2. These policies and programmes shall take due account of –

- (a) employment needs, opportunities and problems, both regional and national;
- (b) the stage and level of economic, social and cultural development; and
- (c) the mutual relationships between human resources development and other economic, social and cultural objectives.

3. The policies and programmes shall be pursued by methods that are appropriate to national conditions.

4. The policies and programmes shall be designed to improve the ability of the individual to understand and, individually or collectively, to influence the working and social environment.

5. The policies and programmes shall encourage and enable all persons, on an equal basis and without any discrimination whatsoever, to develop and use their capabilities for work in their own best interests and in accordance with their own aspirations, account being taken of the needs of society.

Article 2

With the above ends in view, each Member shall establish and develop open, flexible and complementary systems of general, technical and vocational education, educational and vocational guidance and vocational training, whether these activities take place within the system of formal education or outside it.

Article 3

1. Each Member shall gradually extend its systems of vocational guidance, including continuing employment information, with a view to ensuring that comprehensive information and the broadest possible guidance are available to all children, young persons and adults, including appropriate programmes for all handicapped and disabled persons.

2. Such information and guidance shall cover the choice of an occupation, vocational training and related educational opportunities, the employment situation and employment prospects, promotion prospects, conditions of work, safety and hygiene at work, and other aspects of working life in the various sectors of economic, social and cultural activity and at all levels of responsibility.

3. The information and guidance shall be supplemented by information on general aspects of collective agreements and of the rights and obligations of all concerned under labour law; this information shall be provided in accordance with national law and practice, taking into account the respective functions and tasks of the workers' and employers' organizations concerned.

Article 4

Each Member shall gradually extend, adapt and harmonize its vocational training systems to meet the needs for vocational training throughout life of both young persons and adults in all sectors of the economy and branches of economic activity and at all levels of skill and responsibility.

Article 5

Policies and programmes of vocational guidance and vocational training shall be formulated and implemented in cooperation with employers' and workers' organizations and, as appropriate and in accordance with national law and practice, with other interested bodies.

Appendix II

Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)

Article 1

In this Convention the term *representative organizations* means the most representative organizations of employers and workers enjoying the right of freedom of association.

Article 2

1. Each Member of the International Labour Organization which ratifies this Convention undertakes to operate procedures which ensure effective consultations, with respect to the matters concerning the activities of the International Labour Organization set out in Article 5, paragraph 1, below, between representatives of the government, of employers and of workers.

2. The nature and form of the procedures provided for in paragraph 1 of this Article shall be determined in each country in accordance with national practice, after consultation with the representative organizations, where such organizations exist and such procedures have not yet been established.

Article 3

1. The representatives of employers and workers for the purposes of the procedures provided for in this Convention shall be freely chosen by their representative organizations, where such organizations exist.

2. Employers and workers shall be represented on an equal footing on any bodies through which consultations are undertaken.

Article 4

1. The competent authority shall assume responsibility for the administrative support of the procedures provided for in this Convention.

2. Appropriate arrangements shall be made between the competent authority and the representative organizations, where such organizations exist, for the financing of any necessary training of participants in these procedures.

Article 5

1. The purpose of the procedures provided for in this Convention shall be consultations on –
- (a) government replies to questionnaires concerning items on the agenda of the International Labour Conference and government comments on proposed texts to be discussed by the Conference;
 - (b) the proposals to be made to the competent authority or authorities in connection with the submission of Conventions and Recommendations pursuant to article 19 of the Constitution of the International Labour Organization;
 - (c) the re-examination at appropriate intervals of unratified Conventions and of Recommendations to which effect has not yet been given, to consider what measures might be taken to promote their implementation and ratification as appropriate;
 - (d) questions arising out of reports to be made to the International Labour Office under article 22 of the Constitution of the International Labour Organization;

(e) proposals for the denunciation of ratified Conventions.

2. In order to ensure adequate consideration of the matters referred to in paragraph 1 of this Article, consultation shall be undertaken at appropriate intervals fixed by agreement, but at least once a year.

Article 6

When this is considered appropriate after consultation with the representative organizations, where such organizations exist, the competent authority shall issue an annual report on the working of the procedures provided for in this Convention.

Article 7

The formal ratifications of this Convention shall be communicated to the Director-General of the International Labour Office for registration.

Cross references

Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)

Right to Organise and Collective Bargaining Convention, 1949 (No. 98)

Consultation (Industrial and National Levels) Recommendation, 1960 (No. 113)

Article 19 of the Constitution of the International Labour Organization

Article 22 of the Constitution of the International Labour Organization.

Appendix III

Working Conditions (Hotels and Restaurants) Convention, 1991 (No. 172)

Article 1

1. Subject to the provisions of Article 2, paragraph 1, this Convention applies to workers employed within:

- (a) hotels and similar establishments providing lodging;
- (b) restaurants and similar establishments providing food, beverages or both.

2. The definition of the categories referred to in subparagraphs (a) and (b) above shall be determined by each Member in the light of national conditions and after consulting the employers' and workers' organizations concerned. Each Member which ratifies the Convention may, after consulting the employers' and workers' organizations concerned, exclude from its application certain types of establishments which fall within the definition mentioned above, but where nevertheless special problems of a substantial nature arise.

3. (a) Each Member which ratifies this Convention may, after consulting the employers' and workers' organizations concerned, extend its application to other related establishments providing tourism services which shall be specified in a declaration appended to its ratification.

(b) Each Member which has ratified this Convention may, after consulting the employers' and workers' organizations concerned, further subsequently notify the Director-General of the International Labour Office, by a declaration, that it extends the application of the Convention to further categories of related establishments providing tourism services.

4. Each Member which ratifies this Convention shall list in the first report on the application of the Convention submitted under article 22 of the Constitution of the International Labour Organization any type of establishment which may have been excluded in pursuance of paragraph 2 above, giving the reasons for such exclusion, stating the respective positions of the employers' and workers' organizations concerned with regard to such exclusion, and shall state in subsequent reports the position of its law and practice in respect of the establishments excluded, and the extent to which effect has been given or is proposed to be given to the Convention in respect of such establishments.

Article 2

1. For the purpose of this Convention, the term the workers concerned means workers employed within establishments to which the Convention applies pursuant to the provisions of Article 1, irrespective of the nature and duration of their employment relationship. However, each Member may, in the light of national law, conditions and practice and after consulting the employers' and workers' organizations concerned, exclude certain particular categories of workers from the application of all or some of the provisions of this Convention.

2. Each Member which ratifies this Convention shall list, in the first report on the application of the Convention submitted under article 22 of the Constitution of the International Labour Organization, any categories of workers which may have been excluded in pursuance of paragraph 1 above, giving the reasons for such exclusion, and shall indicate in subsequent reports any progress towards wider application.

Article 3

1. Each Member shall, with due respect to the autonomy of the employers' and workers' organizations concerned, adopt and apply, in a manner appropriate to national law, conditions and practice, a policy designed to improve the working conditions of the workers concerned.

2. The general objective of such a policy shall be to ensure that the workers concerned are not excluded from the scope of any minimum standards adopted at the national level for workers in general, including those relating to social security entitlements.

Article 4

1. Unless otherwise determined by national law or practice, the term hours of work means the time during which a worker is at the disposal of the employer.

2. The workers concerned shall be entitled to reasonable normal hours of work and overtime provisions in accordance with national law and practice.

3. The workers concerned shall be provided with reasonable minimum daily and weekly rest periods, in accordance with national law and practice.

4. The workers concerned shall, where possible, have sufficient advance notice of working schedules to enable them to organize their personal and family life accordingly.

Article 5

1. If workers are required to work on public holidays, they shall be appropriately compensated in time or remuneration, as determined by collective bargaining or in accordance with national law or practice.

2. The workers concerned shall be entitled to annual leave with pay of a length to be determined by collective bargaining or in accordance with national law or practice.

3. In cases where their contract expires or their period of continuous service is not of sufficient duration to qualify them for full annual leave, the workers concerned shall be entitled to paid leave proportionate to the length of service or payment of wages in lieu, as determined by collective bargaining or in accordance with national law or practice.

Article 6

1. The term tip means an amount of money given voluntarily to the worker by a customer, in addition to the amount which the customer has to pay for the services received.

2. Regardless of tips, the workers concerned shall receive a basic remuneration that is paid at regular intervals.

Article 7

Where such a practice exists, the sale and purchase of employment in establishments referred to in Article 1 shall be prohibited.

Article 8

1. The provisions of this Convention may be applied by or through national laws or regulations, collective agreements, arbitration awards or judicial decisions, or in any other appropriate manner consistent with national practice.

2. For the Members where the provisions of this Convention are matters normally left to agreements between employers or employers' organizations and workers' organizations, or are normally carried out otherwise than by law, compliance with those provisions shall be treated as effective if they are applied through such agreements or other means to the great majority of the workers concerned.

Appendix IV

Consultation (Industrial and National Levels) Recommendation, 1960 (No. 113)

1.
 - (1) Measures appropriate to national conditions should be taken to promote effective consultation and cooperation at the industrial and national levels between public authorities and employers' and workers' organizations, as well as between these organizations, for the purposes indicated in Paragraphs 4 and 5 below, and on such other matters of mutual concern as the parties may determine.
 - (2) Such measures should be applied without discrimination of any kind against these organizations or amongst them on grounds such as the race, sex, religion, political opinion or national extraction of their members.
2. Such consultation and cooperation should not derogate from freedom of association or from the rights of employers' and workers' organizations, including their right of collective bargaining.
3. In accordance with national custom or practice, such consultation and cooperation should be provided for or facilitated –
 - (a) by voluntary action on the part of the employers' and workers' organizations; or
 - (b) by promotional action on the part of the public authorities; or
 - (c) by laws or regulations; or
 - (d) by a combination of any of these methods.
4. Such consultation and cooperation should have the general objective of promoting mutual understanding and good relations between public authorities and employers' and workers' organizations, as well as between these organizations, with a view to developing the economy as a whole or individual branches thereof, improving conditions of work and raising standards of living.
5. Such consultation and cooperation should aim, in particular –
 - (a) at joint consideration by employers' and workers' organizations of matters of mutual concern with a view to arriving, to the fullest possible extent, at agreed solutions; and
 - (b) at ensuring that the competent public authorities seek the views, advice and assistance of employers' and workers' organizations in an appropriate manner, in respect of such matters as –
 - (i) the preparation and implementation of laws and regulations affecting their interests;
 - (ii) the establishment and functioning of national bodies, such as those responsible for organization of employment, vocational training and retraining, labour protection, industrial health and safety, productivity, social security and welfare; and
 - (iii) the elaboration and implementation of plans of economic and social development.

Appendix V

Tripartite Consultation (Activities of the International Labour Organisation) Recommendation, 1976 (No. 152)

1. In this Recommendation the term representative organizations means the most representative organizations of employers and workers enjoying the right of freedom of association.

2.

- (1) Each Member of the International Labour Organization should operate procedures which ensure effective consultations with respect to matters concerning the activities of the International Labour Organization, in accordance with Paragraphs 5 to 7 of this Recommendation, between representatives of the government, of employers and of workers.
- (2) The nature and form of the procedures provided for in subparagraph (1) of this Paragraph should be determined in each country in accordance with national practice, after consultation with the representative organizations where such procedures have not yet been established.
- (3) For instance, consultations may be undertaken –
 - (a) through a committee specifically constituted for questions concerning the activities of the International Labour Organization;
 - (b) through a body with general competence in the economic, social or labour field;
 - (c) through a number of bodies with special responsibility for particular subject areas; or
 - (d) through written communications, where those involved in the consultative procedures are agreed that such communications are appropriate and sufficient.

3.

- (1) The representatives of employers and workers for the purposes of the procedures provided for in this Recommendation should be freely chosen by their representative organizations.
- (2) Employers and workers should be represented on an equal footing on any bodies through which consultations are undertaken.
- (3) Measures should be taken, in cooperation with the employers' and workers' organizations concerned, to make available appropriate training to enable participants in the procedures to perform their functions effectively.

4. The competent authority should assume responsibility for the administrative support and financing of the procedures provided for in this Recommendation, including the financing of training programmes where necessary.

5. The purpose of the procedures provided for in this Recommendation should be consultations –

- (a) on government replies to questionnaires concerning items on the agenda of the International Labour Conference and government comments on proposed texts to be discussed by the Conference;
- (b) on the proposals to be made to the competent authority or authorities in connection with the submission of Conventions and Recommendations pursuant to article 19 of the Constitution of the International Labour Organization;
- (c) subject to national practice, on the preparation and implementation of legislative or other measures to give effect to international labour Conventions and Recommendations, in particular to ratified Conventions (including measures for the implementation of provisions concerning the consultation or collaboration of employers' and workers' representatives);
- (d) on the re-examination at appropriate intervals of unratified Conventions and Recommendations to which effect has not yet been given, to consider what measures might be taken to promote their implementation and ratification as appropriate;

-
- (e) on questions arising out of reports to be made to the International Labour Office under articles 19 and 22 of the Constitution of the International Labour Organization;
 - (f) on proposals for the denunciation of ratified Conventions.

6. The competent authority, after consultation with the representative organizations, should determine the extent to which these procedures should be used for the purpose of consultations on other matters of mutual concern, such as –

- (a) the preparation, implementation and evaluation of technical cooperation activities in which the International Labour Organization participates;
- (b) the action to be taken in respect of resolutions and other conclusions adopted by the International Labour Conference, regional conferences, industrial committees and other meetings convened by the International Labour Organization;
- (c) the promotion of a better knowledge of the activities of the International Labour Organization as an element for use in economic and social policies and programmes.

7. In order to ensure adequate consideration of the matters referred to in the preceding Paragraphs, consultations should be undertaken at appropriate intervals fixed by agreement, but at least once a year.

8. Measures appropriate to national conditions and practice should be taken to ensure co-ordination between the procedures provided for in this Recommendation and the activities of national bodies dealing with analogous questions.

9. When this is considered appropriate after consultation with the representative organizations, the competent authority should issue an annual report on the working of the procedures provided for in this Recommendation.

Cross references

Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)

Right to Organise and Collective Bargaining Convention, 1949 (No. 98)

Consultation (Industrial and National Levels) Recommendation, 1960 (No. 113)

Article 19 of the Constitution of the International Labour Organization

Article 22 of the Constitution of the International Labour Organization

Appendix VI

Working Conditions (Hotels and Restaurants) Recommendation, 1991 (No. 179)

I. GENERAL PROVISIONS

1. This Recommendation applies to workers, as defined in Paragraph 3, employed within:
 - (a) hotels and similar establishments providing lodging;
 - (b) restaurants and similar establishments providing food, beverages or both.
2. Members may, after consulting the employers' and workers' organizations concerned, extend the application of this Recommendation to other related establishments providing tourism services.
3. For the purpose of this Recommendation the term the workers concerned means workers employed within establishments to which this Recommendation applies pursuant to the provisions of Paragraphs 1 and 2, irrespective of the nature and duration of their employment relationship.
4. (1) This Recommendation may be applied by or through national laws or regulations, collective agreements, arbitration awards or judicial decisions, or in any other appropriate manner consistent with national practice.
 - (2) Members should:
 - (a) provide for the effective supervision of the application of measures taken in pursuance of this Recommendation through an inspection service or other appropriate means;
 - (b) encourage the employers' and workers' organizations concerned to play an active part in promoting the application of the provisions of this Recommendation.
5. The general objective of this Recommendation is, with due respect to the autonomy of the employers' and workers' organizations concerned, to improve the working conditions of the workers concerned in order to bring them closer to those prevailing in other sectors of the economy.

II. HOURS OF WORK AND REST PERIODS

6. Unless otherwise determined by the methods referred to in Paragraph 4(1), the term hours of work means the time during which a worker is at the disposal of the employer.
7. (1) The implementation of measures fixing normal hours of work and regulating overtime should be the subject of consultations between the employer and the workers concerned or their representatives.
 - (2) The term workers' representatives means persons who are recognized as such by national law or practice, in accordance with the Workers' Representatives Convention, 1971.
 - (3) Overtime work should be compensated by time off with pay, by a higher rate or rates of remuneration for the overtime worked, or by a higher rate of remuneration, as determined in accordance with national law and practice and after consultations between the employer and the workers concerned or their representatives.
 - (4) Measures should be taken to ensure that working hours and overtime work are properly calculated and recorded and that each worker has access to his or her record.
8. Wherever practicable, split shifts should be progressively eliminated, preferably through collective bargaining.
9. The number and length of meal breaks should be determined in the light of the customs and traditions of each country or area and according to whether the meal is taken in the establishment itself or elsewhere.

-
10. (1) The workers concerned should, as far as possible, be entitled to a weekly rest of not less than 36 hours which, wherever practicable, should be an uninterrupted period.
- (2) The workers concerned should be entitled to an average daily rest period of 10 consecutive hours.

11. Where the length of paid annual holiday for the workers concerned is less than four weeks for one year of service, steps should be taken, through collective bargaining or other means consistent with national practice, to bring it progressively to that level.

III. TRAINING

12. (1) Each Member should, in consultation with the employers' and workers' organizations concerned, establish or, where appropriate, assist employers' and workers' organizations and other institutions in the establishment of policies and programmes of vocational education and training and of management development for the different occupations in hotels, restaurants and similar establishments.

(2) The principal objective of training programmes should be to improve skills and the quality of job performance and enhance the career prospects of the participants.

Cross references

Workers' Representatives Convention, 1971 (No. 135)

Working Conditions (Hotels and Restaurants) Convention, 1991 (No. 172)

Appendix VII

Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998 (No. 189)

The General Conference of the International Labour Organization,

Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its Eighty-sixth Session on 2 June 1998, and

Recognizing the need for the pursuit of the economic, social, and spiritual well-being and development of individuals, families, communities and nations,

Aware of the importance of job creation in small and medium-sized enterprises, Recalling the resolution concerning the promotion of small and medium-sized enterprises adopted by the International Labour Conference at its 72nd Session, 1986, as well as the Conclusions set out in the resolution concerning employment policies in a global context, adopted by the Conference at its 83rd Session, 1996,

Noting that small and medium-sized enterprises, as a critical factor in economic growth and development, are increasingly responsible for the creation of the majority of jobs throughout the world, and can help create an environment for innovation and entrepreneurship,

Understanding the special value of productive, sustainable and quality jobs,

Recognizing that small and medium-sized enterprises provide the potential for women and other traditionally disadvantaged groups to gain access under better conditions to productive, sustainable and quality employment opportunities,

Convinced that promoting respect for the Forced Labour Convention, 1930, the Freedom of Association and Protection of the Right to Organise Convention, 1948, the Right to Organise and Collective Bargaining Convention, 1949, the Equal Remuneration Convention, 1951, the Abolition of Forced Labour Convention, 1957, and the Discrimination (Employment and Occupation) Convention, 1958, will enhance the creation of quality employment in small and medium-sized enterprises and in particular that promoting respect for the Minimum Age Convention and Recommendation, 1973, will help Members in their efforts to eliminate child labour,

Also convinced that the adoption of new provisions on job creation in small and medium-sized enterprises, to be taken into account together with:

- (a) the relevant provisions of other international labour Conventions and Recommendations as appropriate, such as the Employment Policy Convention and Recommendation, 1964, and the Employment Policy (Supplementary Provisions) Recommendation, 1984, the Co-operatives (Developing Countries) Recommendation, 1966, the Human Resources Development Convention and Recommendation, 1975, and the Occupational Safety and Health Convention and Recommendation, 1981; and
- (b) other proven ILO initiatives promoting the role of small and medium-sized enterprises in sustainable job creation and encouraging adequate and common application of social protection, including Start and Improve Your Business and other programmes as well as the work of the International Training Centre of the ILO in training and skills enhancement,

will provide valuable guidance for Members in the design and implementation of policies on job creation in small and medium-sized enterprises,

Having decided upon the adoption of certain proposals with regard to general conditions to stimulate job creation in small and medium-sized enterprises, which is the fourth item on the agenda of the session, and

Having determined that these proposals shall take the form of a Recommendation;

adopts this seventeenth day of June of the year one thousand nine hundred and ninety-eight the following Recommendation which may be cited as the Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998.

I. DEFINITION, PURPOSE AND SCOPE

1. Members should, in consultation with the most representative organizations of employers and workers, define small and medium-sized enterprises by reference to such criteria as may be considered appropriate, taking account of national social and economic conditions, it being understood that this flexibility should not preclude Members from arriving at commonly agreed definitions for data collection and analysis purposes.

2. Members should adopt measures which are appropriate to national conditions and consistent with national practice in order to recognize and to promote the fundamental role that small and medium-sized enterprises can play as regards:

- (a) the promotion of full, productive and freely chosen employment;
- (b) greater access to income-earning opportunities and wealth creation leading to productive and sustainable employment;
- (c) sustainable economic growth and the ability to react with flexibility to changes;
- (d) increased economic participation of disadvantaged and marginalized groups in society;
- (e) increased domestic savings and investment;
- (f) training and development of human resources;
- (g) balanced regional and local development;
- (h) provision of goods and services which are better adapted to local market needs;
- (i) access to improved quality of work and working conditions which may contribute to a better quality of life, as well as allow large numbers of people to have access to social protection;
- (j) stimulating innovation, entrepreneurship, technology development and research;
- (k) access to domestic and international markets; and
- (l) the promotion of good relations between employers and workers.

3. In order to promote the fundamental role of small and medium-sized enterprises referred to in Paragraph 2, Members should adopt appropriate measures and enforcement mechanisms to safeguard the interests of workers in such enterprises by providing them with the basic protection available under other relevant instruments.

4. The provisions of this Recommendation apply to all branches of economic activity and all types of small and medium-sized enterprises, irrespective of the form of ownership (for example, private and public companies, cooperatives, partnerships, family enterprises, and sole proprietorships).

II. POLICY AND LEGAL FRAMEWORK

5. In order to create an environment conducive to the growth and development of small and medium-sized enterprises, Members should:

- (a) adopt and pursue appropriate fiscal, monetary and employment policies to promote an optimal economic environment (as regards, in particular, inflation, interest and exchange rates, taxation, employment and social stability);
- (b) establish and apply appropriate legal provisions as regards, in particular, property rights, including intellectual property, location of establishments, enforcement of contracts, fair competition as well as adequate social and labour legislation;
- (c) improve the attractiveness of entrepreneurship by avoiding policy and legal measures which disadvantage those who wish to become entrepreneurs.

6. The measures referred to in Paragraph 5 should be complemented by policies for the promotion of efficient and competitive small and medium-sized enterprises able to provide productive and sustainable employment under adequate social conditions. To this end, Members should consider policies that:

- (1) create conditions which:

-
- (a) provide for all enterprises, whatever their size or type:
 - (i) equal opportunity as regards, in particular, access to credit, foreign exchange and imported inputs; and
 - (ii) fair taxation;
 - (b) ensure the non-discriminatory application of labour legislation, in order to raise the quality of employment in small and medium-sized enterprises;
 - (c) promote observance by small and medium-sized enterprises of international labour standards related to child labour;
- (2) remove constraints to the development and growth of small and medium-sized enterprises, arising in particular from:
 - (a) difficulties of access to credit and capital markets;
 - (b) low levels of technical and managerial skills;
 - (c) inadequate information;
 - (d) low levels of productivity and quality;
 - (e) insufficient access to markets;
 - (f) difficulties of access to new technologies;
 - (g) lack of transport and communications infrastructure;
 - (h) inappropriate, inadequate or overly burdensome registration, licensing, reporting and other administrative requirements, including those which are disincentives to the hiring of personnel, without prejudicing the level of conditions of employment effectiveness of labour inspection or the system of supervision of working conditions and related issues;
 - (i) insufficient support for research and development;
 - (j) difficulties in access to public and private procurement opportunities;
 - (3) include specific measures and incentives aimed at assisting and upgrading the informal sector to become part of the organized sector.

7. With a view to the formulation of such policies Members should, where appropriate:

- (1) collect national data on the small and medium-sized enterprise sector, covering inter alia quantitative and qualitative aspects of employment, while ensuring that this does not result in undue administrative burdens for small and medium-sized enterprises;
- (2) undertake a comprehensive review of the impact of existing policies and regulations on small and medium-sized enterprises, with particular attention to the impact of structural adjustment programmes on job creation;
- (3) review labour and social legislation, in consultation with the most representative organizations of employers and workers, to determine whether:
 - (a) such legislation meets the needs of small and medium-sized enterprises, while ensuring adequate protection and working conditions for their workers;
 - (b) there is a need for supplementary measures as regards social protection, such as voluntary schemes, cooperative initiatives and others;
 - (c) such social protection extends to workers in small and medium-sized enterprises and there are adequate provisions to ensure compliance with social security regulations in areas such as medical care, sickness, unemployment, old-age, employment injury, family, maternity, invalidity and survivors' benefits.

8. In times of economic difficulties, governments should seek to provide strong and effective assistance to small and medium-sized enterprises and their workers.

9. In formulating these policies, Members:

- (1) may consult, in addition to the most representative organizations of employers and workers, other concerned and competent parties as they deem appropriate;

-
- (2) should take into account other policies in such areas as fiscal and monetary matters, trade and industry, employment, labour, social protection, gender equality, occupational safety and health and capacity-building through education and training;
 - (3) should establish mechanisms to review these policies, in consultation with the most representative organizations of employers and workers, and to update them.

III. DEVELOPMENT OF AN ENTERPRISE CULTURE

10. Members should adopt measures, drawn up in consultation with the most representative organizations of employers and workers, to create and strengthen an enterprise culture which favours initiatives, enterprise creation, productivity, environmental consciousness, quality, good labour and industrial relations, and adequate social practices which are equitable. To this end, Members should consider:

- (1) pursuing the development of entrepreneurial attitudes, through the system and programmes of education, entrepreneurship and training linked to job needs and the attainment of economic growth and development, with particular emphasis being given to the importance of good labour relations and the multiple vocational and managerial skills needed by small and medium-sized enterprises;
- (2) seeking, through appropriate means, to encourage a more positive attitude towards risk-taking and business failure by recognizing their value as a learning experience while at the same time recognizing their impact on both entrepreneurs and workers;
- (3) encouraging a process of lifelong learning for all categories of workers and entrepreneurs;
- (4) designing and implementing, with full involvement of the organizations of employers and workers concerned, awareness campaigns to promote:
 - (a) respect for the rule of law and workers' rights, better working conditions, higher productivity and improved quality of goods and services;
 - (b) entrepreneurial role models and award schemes, taking due account of the specific needs of women, and of disadvantaged and marginalized groups.

IV. DEVELOPMENT OF AN EFFECTIVE SERVICE INFRASTRUCTURE

11. In order to enhance the growth, job-creation potential and competitiveness of small and medium-sized enterprises, consideration should be given to the availability and accessibility of a range of direct and indirect support services for them and their workers, to include:

- (a) business pre-start-up, start-up and development assistance;
- (b) business plan development and follow-up;
- (c) business incubators;
- (d) information services, including advice on government policies;
- (e) consultancy and research services;
- (f) managerial and vocational skills enhancement;
- (g) promotion and development of enterprise-based training;
- (h) support for training in occupational safety and health;
- (i) assistance in upgrading the literacy, numeracy, computer competencies and basic education levels of managers and employees;
- (j) access to energy, telecommunications and physical infrastructure such as water, electricity, premises, transportation and roads, provided directly or through private sector intermediaries;
- (k) assistance in understanding and applying labour legislation, including provisions on workers' rights, as well as in human resources development and the promotion of gender equality;
- (l) legal, accounting and financial services;
- (m) support for innovation and modernization;

-
- (n) advice regarding technology;
 - (o) advice on the effective application of information and communication technologies to the business process;
 - (p) access to capital markets, credit and loan guarantees;
 - (q) advice in finance, credit and debt management;
 - (r) export promotion and trade opportunities in national and international markets;
 - (s) market research and marketing assistance;
 - (t) assistance in product design, development and presentation;
 - (u) quality management, including quality testing and measurement;
 - (v) packaging services;
 - (w) environmental management services.

12. As far as possible, the support services referred to in Paragraph 11 should be designed and provided to ensure optimum relevance and efficiency through such means as:

- (a) adapting the services and their delivery to the specific needs of small and medium-sized enterprises, taking into account prevailing economic, social and cultural conditions, as well as differences in terms of size, sector and stage of development;
- (b) ensuring active involvement of small and medium-sized enterprises and the most representative organizations of employers and workers in the determination of the services to be offered;
- (c) involving the public and private sector in the delivery of such services through, for example, organizations of employers and workers, semi-public organizations, private consultants, technology parks, business incubators and small and medium-sized enterprises themselves;
- (d) decentralizing the delivery of services, thereby bringing them as physically close to small and medium-sized enterprises as possible;
- (e) promoting easy access to an integrated range of effective services through "single window" arrangements or referral services;
- (f) aiming towards self-sustainability for service providers through a reasonable degree of cost recovery from small and medium-sized enterprises and other sources, in such a manner as to avoid distorting the markets for such services and to enhance the employment creation potential of small and medium-sized enterprises;
- (g) ensuring professionalism and accountability in the management of service delivery;
- (h) establishing mechanisms for continuous monitoring, evaluation and updating of services.

13. Services should be designed to include productivity-enhancing and other approaches which promote efficiency and help small and medium-sized enterprises to sustain competitiveness in domestic and international markets, while at the same time improving labour practices and working conditions.

14. Members should facilitate access of small and medium-sized enterprises to finance and credit under satisfactory conditions. In this connection:

- (1) credit and other financial services should as far as possible be provided on commercial terms to ensure their sustainability, except in the case of particularly vulnerable groups of entrepreneurs;
- (2) supplementary measures should be taken to simplify administrative procedures, reduce transaction costs and overcome problems related to inadequate collateral by, for example, the creation of non-governmental financial retail agencies and development finance institutions addressing poverty alleviation;
- (3) small and medium-sized enterprises may be encouraged to organize in mutual guarantee associations;
- (4) the creation of venture capital and other organizations, specializing in assistance to innovative small and medium-sized enterprises, should be encouraged.

15. Members should consider appropriate policies to improve all aspects of employment in small and medium-sized enterprises by ensuring the non-discriminatory application of protective labour and social legislation.

16. Members should, in addition:

- (1) facilitate, where appropriate, the development of organizations and institutions which can effectively support the growth and competitiveness of small and medium-sized enterprises. In this regard, consultation with the most representative organizations of employers and workers should be considered;
- (2) consider adequate measures to promote cooperative linkages between small and medium-sized enterprises and larger enterprises. In this connection, measures should be taken to safeguard the legitimate interests of the small and medium-sized enterprises concerned and of their workers;
- (3) consider measures to promote linkages between small and medium-sized enterprises to encourage the exchange of experience as well the sharing of resources and risks. In this connection, small and medium-sized enterprises might be encouraged to form structures such as consortia, networks and production and service cooperatives, taking into account the importance of the role of organizations of employers and workers;
- (4) consider specific measures and incentives for persons aspiring to become entrepreneurs among selected categories of the population, such as women, long-term unemployed, persons affected by structural adjustment or restrictive and discriminatory practices, disabled persons, demobilized military personnel, young persons including graduates, older workers, ethnic minorities and indigenous and tribal peoples. The detailed identification of these categories should be carried out taking into account national socio-economic priorities and circumstances;
- (5) consider special measures to improve communication and relations between government agencies and small and medium-sized enterprises as well as the most representative organizations of such enterprises, in order to improve the effectiveness of government policies aimed at job creation;
- (6) encourage support for female entrepreneurship, recognizing the growing importance of women in the economy, through measures designed specifically for women who are or wish to become entrepreneurs.

V. ROLES OF ORGANIZATIONS OF EMPLOYERS AND WORKERS

17. Organizations of employers or workers should consider contributing to the development of small and medium-sized enterprises in the following ways:

- (a) articulating to governments the concerns of small and medium-sized enterprises or their workers, as appropriate;
- (b) providing direct support services in such areas as training, consultancy, easier access to credit, marketing, advice on industrial relations and promoting linkages with larger enterprises;
- (c) cooperating with national, regional and local institutions as well as with intergovernmental regional organizations which provide support to small and medium-sized enterprises in such areas as training, consultancy, business start-up and quality control;
- (d) participating in councils, task forces and other bodies at national, regional and local levels established to deal with important economic and social issues, including policies and programmes, affecting small and medium-sized enterprises;
- (e) promoting and taking part in the development of economically beneficial and socially progressive restructuring (by such means as retraining and promotion of self-employment) with appropriate social safety nets;
- (f) participating in the promotion of exchange of experience and establishment of linkages between small and medium-sized enterprises;
- (g) participating in the monitoring and analysis of social and labour-market issues affecting small and medium-sized enterprises, concerning such matters as terms of employment, working

conditions, social protection and vocational training, and promoting corrective action as appropriate;

- (h) participating in activities to raise quality and productivity, as well as to promote ethical standards, gender equality and non-discrimination;
- (i) preparing studies on small and medium-sized enterprises, collecting statistical and other types of information relevant to the sector, including statistics disaggregated by gender and age, and sharing this information, as well as lessons of best practice, with other national and international organizations of employers and workers;
- (j) providing services and advice on workers' rights, labour legislation and social protection for workers in small and medium-sized enterprises.

18. Small and medium-sized enterprises and their workers should be encouraged to be adequately represented, in full respect for freedom of association. In this connection, organizations of employers and workers should consider widening their membership base to include small and medium-sized enterprises.

VI. INTERNATIONAL COOPERATION

19. Appropriate international cooperation should be encouraged in the following areas:

- (a) establishment of common approaches to the collection of comparable data, to support policy-making;
- (b) exchange of information, disaggregated by gender, age and other relevant variables, on best practices in terms of policies and programmes to create jobs and to raise the quality of employment in small and medium-sized enterprises;
- (c) creation of linkages between national and international bodies and institutions that are involved in the development of small and medium-sized enterprises, including organizations of employers and workers, in order to facilitate:
 - (i) exchange of staff, experiences and ideas;
 - (ii) exchange of training materials, training methodologies and reference materials;
 - (iii) compilation of research findings and other quantitative and qualitative data, disaggregated by gender and age, on small and medium-sized enterprises and their development;
 - (iv) establishment of international partnerships and alliances of small and medium-sized enterprises, subcontracting arrangements and other commercial linkages;
 - (v) development of new mechanisms, utilizing modern information technology, for the exchange of information among governments, employers' organizations and workers' organizations on experience gained with regard to the promotion of small and medium-sized enterprises;
- (d) international meetings and discussion groups on approaches to job creation through the development of small and medium-sized enterprises, including support for female entrepreneurship. Similar approaches for job creation and entrepreneurship will be helpful for disadvantaged and marginalized groups;
- (e) systematic research in a variety of contexts and countries into key success factors for promoting small and medium-sized enterprises which are both efficient and capable of creating jobs providing good working conditions and adequate social protection;
- (f) promotion of access by small and medium-sized enterprises and their workers to national and international databases on such subjects as employment opportunities, market information, laws and regulations, technology and product standards.

20. Members should promote the contents of this Recommendation with other international bodies. Members should also be open to cooperation with those bodies, where appropriate, when evaluating and implementing the provisions of this Recommendation, and take into consideration the prominent role played by the ILO in the promotion of job creation in small and medium-sized enterprises.

Cross references

Forced Labour Convention, 1930 (No. 29)
Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)
Right to Organise and Collective Bargaining Convention, 1949 (No. 98)
Equal Remuneration Convention, 1951 (No. 100)
Abolition of Forced Labour Convention, 1957 (No. 105)
Discrimination (Employment and Occupation) Convention, 1958 (No. 111)
Employment Policy Convention, 1964 (No. 122)
Minimum Age Convention, 1973 (No. 138)
Human Resources Development Convention, 1975 (No. 142)
Occupational Safety and Health Convention, 1981 (No. 155)
Employment Policy Recommendation, 1964 (No. 122)
Co-operatives (Developing Countries) Recommendation, 1966 (No. 127)
Minimum Age Recommendation, 1973 (No. 146)
Human Resources Development Recommendation, 1975 (No. 150)
Occupational Safety and Health Recommendation, 1981 (No. 164)
Employment Policy (Supplementary Provisions) Recommendation, 1984 (No. 169)

Appendix VIII

UN resolution on Global Code of Ethics for Tourism

Resolution adopted by the General Assembly on 21 December 2001 (A/RES/56/212 Global Code of Ethics for Tourism)

The General Assembly,

Recalling its resolution 32/156 of 19 December 1977, by which it approved the Agreement on Cooperation and Relationships between the United Nations and the World Tourism Organization,

Reaffirming paragraph 5 of its resolution 36/41 of 19 November 1981, in which it decided that the World Tourism Organization might participate, on a continuing basis, in the work of the General Assembly in areas of concern to that organization,

Recalling the Manila Declaration on World Tourism of 10 October 1980 adopted under the auspices of the World Tourism Organization, the Rio Declaration on Environment and Development 2 and Agenda 213 adopted at the United Nations Conference on Environment and Development on 14 June 1992, and taking note of the Amman Declaration on Peace through Tourism adopted at the Global Summit on Peace through Tourism on 11 November 2000,

... 4. Considering that the Commission on Sustainable Development, at its Seventh Session, held in April 1999, expressed interest in a global code of ethics for tourism and invited the World Tourism Organization to consider the participation of informed major groups in the development, implementation and monitoring of its global code of ethics for tourism ,

5. Recalling its resolution 53/200 of 15 December 1998 on the proclamation of 2002 as the International Year of Ecotourism, in which, inter alia, it reaffirmed Economic and Social Council resolution 1998/40 of 30 July 1998, recognizing the support of the World Tourism Organization for the importance of ecotourism, in particular the designation of the year 2002 as the International Year of Ecotourism, in fostering better understanding among peoples everywhere, in leading to greater awareness of the rich heritage of various civilizations and in bringing about a better appreciation of the inherent values of different cultures, thereby contributing to the strengthening of world peace,

Recognizing the important dimension and role of tourism as a positive instrument towards the alleviation of poverty and the improvement of the quality of life for all people, its potential to make a contribution to economic and social development, especially of the developing countries, and its emergence as a vital force for the promotion of international understanding, peace and prosperity,

1. Takes note with interest of the Global Code of Ethics for Tourism adopted at the 13th Session of the General Assembly of the World Tourism Organization, which outlines principles to guide tourism development and to serve as a frame of reference for the different stakeholders in the tourism sector, with the objective of minimizing the negative impact of tourism on environment and on cultural heritage while maximizing the benefits of tourism in promoting sustainable development and poverty alleviation as well as understanding among nations;

2. Emphasizes the need for the promotion of a responsible and sustainable tourism that could be beneficial to all sectors of society;

3. Invites Governments and other stakeholders in the tourism sector to consider introducing, as appropriate, the contents of the Global Code of Ethics for Tourism in relevant laws, regulations and professional practices, and, in this regard, recognizes with appreciation the efforts made and measures already undertaken by some States;

4. Encourages the World Tourism Organization to promote effective follow-up to the Global Code of Ethics for Tourism, with the involvement of relevant stakeholders in the tourism sector;

5. Requests the Secretary-General to follow up developments related to the implementation of the present resolution based on the reports of the World Tourism Organization and to report thereon to the General Assembly at its 59th Session.

Appendix IX

UNWTO Global Code of Ethics for Tourism, 1999

Adopted by resolution A/RES/406(XIII) at the 13th WTO General Assembly Santiago, Chile, 27 September–1 October 1999

(Preamble deleted here. For full text see http://www.unwto.org/code_ethics/pdf/languages/)

Article 1

TOURISM'S CONTRIBUTION TO MUTUAL UNDERSTANDING AND RESPECT BETWEEN PEOPLES AND SOCIETIES

1. The understanding and promotion of the ethical values common to humanity, with an attitude of tolerance and respect for the diversity of religious, philosophical and moral beliefs, are both the foundation and the consequence of responsible tourism; stakeholders in tourism development and tourists themselves should observe the social and cultural traditions and practices of all peoples, including those of minorities and indigenous peoples and to recognize their worth;

2. Tourism activities should be conducted in harmony with the attributes and traditions of the host regions and countries and in respect for their laws, practices and customs;

3. The host communities, on the one hand, and local professionals, on the other, should acquaint themselves with and respect the tourists who visit them and find out about their lifestyles, tastes and expectations; the education and training imparted to professionals contribute to a hospitable welcome;

4. It is the task of the public authorities to provide protection for tourists and visitors and their belongings; they must pay particular attention to the safety of foreign tourists owing to the particular vulnerability they may have; they should facilitate the introduction of specific means of information, prevention, security, insurance and assistance consistent with their needs; any attacks, assaults, kidnappings or threats against tourists or workers in the tourism industry, as well as the wilful destruction of tourism facilities or of elements of cultural or natural heritage should be severely condemned and punished in accordance with their respective national laws;

5. When travelling, tourists and visitors should not commit any criminal act or any act considered criminal by the laws of the country visited and abstain from any conduct felt to be offensive or injurious by the local populations, or likely to damage the local environment; they should refrain from all trafficking in illicit drugs, arms, antiques, protected species and products and substances that are dangerous or prohibited by national regulations;

6. Tourists and visitors have the responsibility to acquaint themselves, even before their departure, with the characteristics of the countries they are preparing to visit; they must be aware of the health and security risks inherent in any travel outside their usual environment and behave in such a way as to minimize those risks;

Article 2

TOURISM AS A VEHICLE FOR INDIVIDUAL AND COLLECTIVE FULFILMENT

1. Tourism, the activity most frequently associated with rest and relaxation, sport and access to culture and nature, should be planned and practised as a privileged means of individual and collective fulfilment; when practised with a sufficiently open mind, it is an irreplaceable factor of self-education, mutual tolerance and for learning about the legitimate differences between peoples and cultures and their diversity;

2. Tourism activities should respect the equality of men and women; they should promote human rights and, more particularly, the individual rights of the most vulnerable groups, notably children, the elderly, the handicapped, ethnic minorities and indigenous peoples;

3. The exploitation of human beings in any form, particularly sexual, especially when applied to children, conflicts with the fundamental aims of tourism and is the negation of tourism; as such, in accordance with international law, it should be energetically combated with the cooperation of all the States concerned and penalized without concession by the national legislation of both the countries visited and the countries of the perpetrators of these acts, even when they are carried out abroad;

4. Travel for purposes of religion, health, education and cultural or linguistic exchanges are particularly beneficial forms of tourism, which deserve encouragement;

5. The introduction into curricula of education about the value of tourist exchanges, their economic, social and cultural benefits, and also their risks, should be encouraged;

Article 3

TOURISM, A FACTOR OF SUSTAINABLE DEVELOPMENT

1. All the stakeholders in tourism development should safeguard the natural environment with a view to achieving sound, continuous and sustainable economic growth geared to satisfying equitably the needs and aspirations of present and future generations;

2. All forms of tourism development that are conducive to saving rare and precious resources, in particular water and energy, as well as avoiding so far as possible waste production, should be given priority and encouraged by national, regional and local public authorities;

3. The staggering in time and space of tourist and visitor flows, particularly those resulting from paid leave and school holidays, and a more even distribution of holidays should be sought so as to reduce the pressure of tourism activity on the environment and enhance its beneficial impact on the tourism industry and the local economy;

4. Tourism infrastructure should be designed and tourism activities programmed in such a way as to protect the natural heritage composed of ecosystems and biodiversity and to preserve endangered species of wildlife; the stakeholders in tourism development, and especially professionals, should agree to the imposition of limitations or constraints on their activities when these are exercised in particularly sensitive areas: desert, polar or high mountain regions, coastal areas, tropical forests or wetlands, propitious to the creation of nature reserves or protected areas;

5. Nature tourism and ecotourism are recognized as being particularly conducive to enriching and enhancing the standing of tourism, provided they respect the natural heritage and local populations and are in keeping with the carrying capacity of the sites;

Article 4

TOURISM, A USER OF THE CULTURAL HERITAGE OF MANKIND AND A CONTRIBUTOR TO ITS ENHANCEMENT

1. Tourism resources belong to the common heritage of mankind; the communities in whose territories they are situated have particular rights and obligations to them;

2. Tourism policies and activities should be conducted with respect for the artistic, archaeological and cultural heritage, which they should protect and pass on to future generations; particular care should be devoted to preserving and upgrading monuments, shrines and museums as well as archaeological and historic sites which must be widely open to tourist visits; encouragement should be given to public access to privately-owned cultural property and monuments, with respect for the rights of their owners, as well as to religious buildings, without prejudice to normal needs of worship;

3. Financial resources derived from visits to cultural sites and monuments should, at least in part, be used for the upkeep, safeguard, development and embellishment of this heritage;

4. Tourism activity should be planned in such a way as to allow traditional cultural products, crafts and folklore to survive and flourish, rather than causing them to degenerate and become standardized;

Article 5

TOURISM, A BENEFICIAL ACTIVITY FOR HOST COUNTRIES AND COMMUNITIES

1. Local populations should be associated with tourism activities and share equitably in the economic, social and cultural benefits they generate, and particularly in the creation of direct and indirect jobs resulting from them;

2. Tourism policies should be applied in such a way as to help to raise the standard of living of the populations of the regions visited and meet their needs; the planning and architectural approach to and operation of tourism resorts and accommodation should aim to integrate them, to the extent possible, in the local economic and social fabric; where skills are equal, priority should be given to local manpower;

3. Special attention should be paid to the specific problems of coastal areas and island territories and to vulnerable rural or mountain regions, for which tourism often represents a rare opportunity for development in the face of the decline of traditional economic activities;

4. Tourism professionals, particularly investors, governed by the regulations laid down by the public authorities, should carry out studies of the impact of their development projects on the environment and natural surroundings; they should also deliver, with the greatest transparency and objectivity, information on their future programmes and their foreseeable repercussions and foster dialogue on their contents with the populations concerned;

Article 6

OBLIGATIONS OF STAKEHOLDERS IN TOURISM DEVELOPMENT

1. Tourism professionals have an obligation to provide tourists with objective and honest information on their places of destination and on the conditions of travel, hospitality and stays; they should ensure that the contractual clauses proposed to their customers are readily understandable as to the nature, price and quality of the services they commit themselves to providing and the financial compensation payable by them in the event of a unilateral breach of contract on their part;

2. Tourism professionals, insofar as it depends on them, should show concern, in cooperation with the public authorities, for the security and safety, accident prevention, health protection and food safety of those who seek their services; likewise, they should ensure the existence of suitable systems of insurance and assistance; they should accept the reporting obligations prescribed by national regulations and pay fair compensation in the event of failure to observe their contractual obligations;

3. Tourism professionals, so far as this depends on them, should contribute to the cultural and spiritual fulfilment of tourists and allow them, during their travels, to practise their religions;

4. The public authorities of the generating States and the host countries, in cooperation with the professionals concerned and their associations, should ensure that the necessary mechanisms are in place for the repatriation of tourists in the event of the bankruptcy of the enterprise that organized their travel;

5. Governments have the right – and the duty - especially in a crisis, to inform their nationals of the difficult circumstances, or even the dangers they may encounter during their travels abroad; it is their responsibility however to issue such information without prejudicing in an unjustified or exaggerated manner the tourism industry of the host countries and the interests of their own operators; the contents of travel advisories should therefore be discussed beforehand with the authorities of the host countries and the professionals concerned; recommendations formulated should be strictly proportionate to the gravity of the situations encountered and confined to the geographical areas where the insecurity has arisen; such advisories should be qualified or cancelled as soon as a return to normality permits;

6. The press, and particularly the specialized travel press and the other media, including modern means of electronic communication, should issue honest and balanced information on events and situations that could influence the flow of tourists; they should also provide accurate and reliable information to the consumers of tourism services; the new communication and electronic commerce technologies should also be developed and used for this purpose; as is the case for the media, they should not in any way promote sex tourism;

Article 7

RIGHT TO TOURISM

1. The prospect of direct and personal access to the discovery and enjoyment of the planet's resources constitutes a right equally open to all the world's inhabitants; the increasingly extensive participation in national and international tourism should be regarded as one of the best possible expressions of the sustained growth of free time, and obstacles should not be placed in its way;

2. The universal right to tourism must be regarded as the corollary of the right to rest and leisure, including reasonable limitation of working hours and periodic holidays with pay, guaranteed by Article 24 of the Universal Declaration of Human Rights and Article 7.d of the International Covenant on Economic, Social and Cultural Rights;

3. Social tourism, and in particular associative tourism, which facilitates widespread access to leisure, travel and holidays, should be developed with the support of the public authorities;

4. Family, youth, student and senior tourism and tourism for people with disabilities, should be encouraged and facilitated;

Article 8

LIBERTY OF TOURIST MOVEMENTS

1. Tourists and visitors should benefit, in compliance with international law and national legislation, from the liberty to move within their countries and from one State to another, in accordance with Article 13 of the Universal Declaration of Human Rights; they should have access to places of transit and stay and to tourism and cultural sites without being subject to excessive formalities or discrimination;

2. Tourists and visitors should have access to all available forms of communication, internal or external; they should benefit from prompt and easy access to local administrative, legal and health services; they should be free to contact the consular representatives of their countries of origin in compliance with the diplomatic conventions in force;

3. Tourists and visitors should benefit from the same rights as the citizens of the country visited concerning the confidentiality of the personal data and information concerning them, especially when these are stored electronically;

4. Administrative procedures relating to border crossings whether they fall within the competence of States or result from international agreements, such as visas or health and customs formalities, should be adapted, so far as possible, so as to facilitate to the maximum freedom of travel and widespread access to international tourism; agreements between groups of countries to harmonize and simplify these procedures should be encouraged; specific taxes and levies penalizing the tourism industry and undermining its competitiveness should be gradually phased out or corrected;

5. So far as the economic situation of the countries from which they come permits, travellers should have access to allowances of convertible currencies needed for their travels;

Article 9

RIGHTS OF THE WORKERS AND ENTREPRENEURS IN THE TOURISM INDUSTRY

1. The fundamental rights of salaried and self-employed workers in the tourism industry and related activities, should be guaranteed under the supervision of the national and local administrations, both of their States of origin and of the host countries with particular care, given the specific constraints linked in particular to the seasonality of their activity, the global dimension of their industry and the flexibility often required of them by the nature of their work;
2. Salaried and self-employed workers in the tourism industry and related activities have the right and the duty to acquire appropriate initial and continuous training; they should be given adequate social protection; job insecurity should be limited so far as possible; and a specific status, with particular regard to their social welfare, should be offered to seasonal workers in the sector;
3. Any natural or legal person, provided he, she or it has the necessary abilities and skills, should be entitled to develop a professional activity in the field of tourism under existing national laws; entrepreneurs and investors - especially in the area of SMEs - should be entitled to free access to the tourism sector with a minimum of legal or administrative restrictions;
4. Exchanges of experience offered to executives and workers, whether salaried or not, from different countries, contribute to foster the development of the world tourism industry; these movements should be facilitated so far as possible in compliance with the applicable national laws and international conventions;
5. As an irreplaceable factor of solidarity in the development and dynamic growth of international exchanges, multinational enterprises of the tourism industry should not exploit the dominant positions they sometimes occupy; they should avoid becoming the vehicles of cultural and social models artificially imposed on the host communities; in exchange for their freedom to invest and trade which should be fully recognized, they should involve themselves in local development, avoiding, by the excessive repatriation of their profits or their induced imports, a reduction of their contribution to the economies in which they are established;
6. Partnership and the establishment of balanced relations between enterprises of generating and receiving countries contribute to the sustainable development of tourism and an equitable distribution of the benefits of its growth;

Article 10

IMPLEMENTATION OF THE PRINCIPLES OF THE GLOBAL CODE OF ETHICS FOR TOURISM

1. The public and private stakeholders in tourism development should cooperate in the implementation of these principles and monitor their effective application;
2. The stakeholders in tourism development should recognize the role of international institutions, among which the World Tourism Organization ranks first, and non-governmental organizations with competence in the field of tourism promotion and development, the protection of human rights, the environment or health, with due respect for the general principles of international law;
3. The same stakeholders should demonstrate their intention to refer any disputes concerning the application or interpretation of the Global Code of Ethics for Tourism for conciliation to an impartial third body known as the World Committee on Tourism Ethics.

Appendix X

Davos Declaration: Climate change and tourism

Responding to global challenges

Davos, Switzerland, 3 October 2007

Second International Conference on Climate Change and Tourism

The international community is taking concerted action against climate change around a commonly agreed framework led by the United Nations. This UN framework will seek to establish a long term post-Kyoto roadmap with rapid deployment and targeted milestones. The tourism sector has an important place in that framework, given its global economic and social value, its role in sustainable development and its strong relationships with climate.

To support this action the UN World Tourism Organization (UNWTO), jointly with the United Nations Environment Programme (UNEP) and the World Meteorological Organization (WMO), with the support of the World Economic Forum (WEF) and the Swiss Government, convened the Second International Conference on Climate Change and Tourism, in Davos, Switzerland, from 1 to 3 October 2007. This event, building on the results of the First International Conference organized on this topic in Djerba, Tunisia in 2003, gathered 450 participants from over 80 countries and 22 international organizations, private sector organizations and companies, research institutions, NGOs and the media, with the aim of responding in a timely and balanced way to climate change imperatives in the tourism sector. In preparation of this Conference the organizers commissioned a report to provide an extensive review of current impacts and analyse options for possible actions.

The Conference agreed that:

- climate is a key resource for tourism and the sector is highly sensitive to the impacts of climate change and global warming, many elements of which are already being felt. It is estimated to contribute some 5 per cent of global CO₂ emissions.
- tourism - business and leisure - will continue to be a vital component of the global economy, an important contributor to the Millennium Development Goals and an integral, positive element in our society.
- given tourism's importance in the global challenges of climate change and poverty reduction, there is a need to urgently adopt a range of policies which encourages truly sustainable tourism that reflects a "quadruple bottom line" of environmental, social, economic and climate responsiveness.
- the tourism sector must rapidly respond to climate change, within the evolving UN framework and progressively reduce its Greenhouse Gas (GHG) contribution if it is to grow in a sustainable manner; This will require action to:
 - mitigate its GHG emissions, derived especially from transport and accommodation activities;
 - adapt tourism businesses and destinations to changing climate conditions;
 - apply existing and new technology to improve energy efficiency;
 - secure financial resources to help poor regions and countries.

The Conference calls for the following actions

- (1) Governments and international organizations:
 - Incorporate tourism in the implementation of existing commitments under the United Nations Framework Convention on Climate Change (UNFCCC) and its Kyoto Protocol, and respond to the call by the United Nations Secretary-General for launching, at the 13th Session of the UNFCCC Conference of the Parties in Bali, December 2007, an effective and comprehensive climate change framework for the post-2012 period.

-
- Implement concrete, simultaneous actions for mitigation, adaptation, technology and financing, consistent with the Millennium Development Goals.
 - Provide financial, technical and training support to tourism destinations and operators in developing countries (especially in the least developed countries and Small Island Developing States) to ensure that they can participate in the global climate response framework, through established initiatives, such as the Clean Development Mechanism.
 - Promote, at all levels, interdisciplinary partnerships, networks and information exchange systems essential to sustainable development of the sector.
 - Collaborate in international strategies, policies and action plans to reduce GHG emissions in the transport (in cooperation with ICAO and other aviation organizations), accommodation and related tourism activities.
 - Introduce education and awareness programmes for all tourism stakeholders – public and private sector – as well as consumers.
 - Develop regional and local climate information services tailored to the tourism sector and promote their use among tourism stakeholders. Build capacities for interpretation and application of this information, strengthening collaboration with WMO’s National Meteorological Services.
 - Implement policy, regulatory, financial, managerial, educational, behavioural, diversification, research and monitoring measures, for effective adaptation and mitigation.

(2) Tourism industry and destinations

- Take leadership in implementing concrete measures (such as incentives) in order to mitigate climate change throughout the tourism value chain and to reduce risk to travellers, operators and infrastructure due to dynamic climate variability and shift. Establish targets and indicators to monitor progress.
- Promote and undertake investments in energy-efficiency tourism programmes and use of renewable energy resources, with the aim of reducing the carbon footprint of the entire tourism sector.
- Integrate tourism in the formulation and implementation of regional, national and local level adaptation and mitigation strategies and implementation plans. The Nairobi Work Programme on Impacts, Vulnerability and Adaptation to Climate Change, coordinated by UNFCCC, represents an important opportunity for the tourism sector to enhance knowledge, increase capacities and stimulate action.
- Strive to conserve biodiversity, natural ecosystems and landscapes in ways which strengthen resilience to climate change and ensure a long-term sustainable use of the environmental resource base of tourism - in particular those that serve as “earth lungs” (carbon sinks), sequestering GHGs through forest management and other biological programmes, or that protect coastlines (e.g. mangroves and coral reefs).
- Seek to achieve increasingly carbon free environments by diminishing pollution through design, operations and market responsive mechanisms.
- Implement climate-focused product diversification, to reposition destinations and support systems, as well as to foster all-season supply and demand.
- Raise awareness among customers and staff on climate change impacts and engage them in response processes.

(3) Consumers

- In their choices for travel and destination, tourists should be encouraged to consider the climate, economic, societal and environmental impacts of their options before making a decision and, where possible to reduce their carbon footprint, or offset emissions that cannot be reduced directly.
- In their choices of activities at the destination, tourists should also be encouraged to opt for environmentally-friendly activities that reduce their carbon footprint as well as contribute to the preservation of the natural environment and cultural heritage.

(4) Research and communications networks:

- Encourage targeted, multi-disciplinary research on impacts of climate change in order to address regional gaps in current knowledge, develop tools for risk assessment and cost-benefit analyses with which to gauge the feasibility of various responses.
- Include environmental and climate specific subjects in the study curricula of tourism training programmes and extend these to broader educational systems.
- Promote responsible travel that supports “quadruple bottom line” sustainable tourism, incorporating climate, environmental, social and economic considerations.
- Raise awareness on tourism’s economic role as a tool for development, and present information on causes and effects of climate change based on sound science, in a fair, balanced and user-friendly manner.

The Conference

- sets out a range of specific actions to be taken by all stakeholders in the sector to immediately begin to establish and implement a long range carbon-neutral roadmap;
- invites governments and international organizations; the tourism industry; consumers; research and communications networks to implement these recommendations, with concrete commitments and action plans, and to use the UNWTO on-line Climate Change and Tourism Information Exchange Service as a platform, for committed stakeholders to register their pledges and activities toward adaptation and mitigation on an on-going basis;
- stresses the need that UNWTO, in collaboration with UNEP and WMO, continue to lead this process, and to consider convening a Third Conference on Climate Change and Tourism, at an appropriate time in the future, to review progress, to maintain response levels and to identify further needs and actions;
- urges action by the entire tourism sector to face climate change as one of the greatest challenges to sustainable development, and to the Millennium Development Goals in the 21st Century.

The Davos Declaration and results of this conference will provide the basis for the UNWTO Minister’s Summit on Tourism and Climate Change, scheduled at the World Travel Market, London, UK, 13 November 2007. It will be submitted for adoption at the UNWTO General Assembly in Cartagena de Indias, Colombia, 23–29 November 2007, and also will be presented at the United Nations Climate Change Conference in Bali, Indonesia, in December 2007.