



## Discussion document

### Action Programmes Summary Evaluation Report

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# 1. Introduction

## 1.1. Background

Following decisions taken at the 285th, 286th, 287th and 288th Sessions (November 2002, March, June and November 2003)<sup>1</sup> of the Governing Body regarding new approaches to the ILO Sectoral Activities Programme, seven sectoral activities action programmes were initiated in 2004 as a means of responding to constituent needs through direct action at national and regional level.<sup>2</sup> Six of the action programmes addressed specific sectors: agriculture, construction; education; financial services; hotels, catering and tourism; and textiles, clothing and footwear. The programme on HIV/AIDS covered several sectors at a time.

Progress made on the implementation of the action programmes was reported regularly twice per year to the Global Steering Group and the Committee on Sectoral and Technical Meetings and Related Issues (STM).<sup>3</sup> The Global Steering Group, at its session in February 2005, asked for an internal evaluation of the ongoing action programmes. A framework for the evaluation was prepared by the Office and accepted by the Governing Body at its 295th Session in March 2006.<sup>4</sup> The purpose of the internal evaluation was to assess the relevance and effectiveness of the action programmes by demonstrating the degree to which they contributed to ILO Strategic Objective No. 4 (strengthening tripartism and social dialogue) and specifically to one of its indicators (improving conditions in specific sectors).<sup>5</sup>

## 1.2. The action programmes

### 1.2.1. Creation and structure

The Governing Body decided on the action programmes in the context of a review of the Sectoral Activities Programme undertaken in the years 2001-03. One of the results of the review was that, on an experimental basis, action programmes would be the new approach in some sectors in the biennium, whereas for others, traditional international sectoral meetings on specific themes would continue to be the indicated means of action.

The action programmes were created to fulfil a number of needs and expectations identified during the review process: they should address the need for follow-up and continuity of sectoral activities, be constituent-driven, more flexible so as to maximize

<sup>1</sup> GB.285/STM/1; GB.285/14; GB.286/STM/1; GB.286/16; GB.287/7; GB.288/STM/1.

<sup>2</sup> GB.295/STM/1.

<sup>3</sup> GB.291/STM/1(Add.); GB.294/STM/2.

<sup>4</sup> GB.295/STM/4.

<sup>5</sup> Indicator 4b.7 of the 2004-05 programme and budget reads as follows: "Improved conditions in specific sectors: Member States where constituents use social dialogue to target and take effective action to improve working and living conditions in specific economic sectors". The corresponding indicator for outcome 4c.1 in the 2006-07 programme and budget reads: "Improved labour and social outcomes in specific sectors: Constituents use social dialogue to target and take effective action to improve social and labour outcomes in specific economic sectors within a member State".

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impact, better integrated with the broader work of the ILO and vice versa so as to provide access to a broader range of expertise and resources, and have greater interaction with relevant international organizations. Moreover, it was expected that an innovative and successful Sectoral Activities Programme would attract additional resources.<sup>6</sup>

The action programmes for the 2004-05 biennium were developed in the framework of a new mechanism for ongoing consultation created in the context of the review of the Sectoral Activities Programme. The Office also sent a questionnaire to all member States, and the responses were taken into account in the development of the action programmes.

The Governing Body took note of the topics of the proposed action programmes in the agriculture, education and textiles/clothing/footwear sectors at its 285th Session in November 2002<sup>7</sup> and on the topics of further action programmes (construction, financial services, hotels/catering/tourism, plus one cross-sectoral programme on HIV/AIDS) at its meetings in March (286th Session), June (287th Session) and November 2003 (288th Session).<sup>8</sup>

Subsequently, the Office organized a series of one-day planning meetings for each action programme in early 2004 (with the exception of the action programme in the construction sector, for which a meeting had been held in 2003) in order to further consult with the ILO constituents on the design of the seven programmes and ways of implementing them.

These planning meetings included participants from Governments (regional coordinators of the Governing Body), Workers and Employers (the secretariats of the Governing Body groups, supported by sectoral affiliates in some cases). Each meeting reviewed a strategy document for the new approach and a sectoral background document on the detailed concept of the action programme, and then decided on the concept of each action programme, proposed methodologies for implementation, and a list of countries for possible participation. Following the planning meetings, the Governing Body at its 289th Session in March 2004 took note of their outcomes.

The themes of the action programmes, which are indicated below, were then adapted to the particular needs of each participating country.

- Decent work in agriculture (occupational safety and health).
- Construction (formalizing informal work; occupational safety and health; skills development; employment creation).
- Education: Teachers for the future: Meeting teacher shortages to achieve Education for All (research and information sharing; policy dialogue forums to enhance social dialogue in education).
- Financial services: Promote best practices in outsourcing and relocation of work in the context of global restructuring.
- Hotels, catering and tourism: Addressing crises and creating more and better jobs.

<sup>6</sup> GB.283/STM/1; GB.286/STM/1.

<sup>7</sup> GB.285/STM/1; GB.285/14.

<sup>8</sup> GB.288/STM/1.

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- Textiles, clothing and footwear: Improving competitiveness by promoting decent work.

The Governing Body also adopted a structure for supervising the action programmes.<sup>9</sup> The "... oversight of the action programmes at the national level would be the responsibility of national steering groups (NSGs). Each group would be chaired by a representative with the relevant expertise from the ministry of labour or other ministry if appropriate, and comprise relevant government ministries and agencies, and Employer and Worker members nominated by the Governing Body secretariats of the respective groups. Each steering group should take all decisions concerning the action programme by consensus. They should meet as often as they deemed necessary, but at least every two months. Each steering group might invite or co-opt additional Government, Employer, Worker or other members as appropriate. The Chairperson was responsible for organizing steering group meetings and for reporting on the action programme to the Director-General of the ILO. ... In the case of the action programme on education, the national steering groups would be joint with significant private sector participation ... In the case of the action programme on HIV/AIDS, existing national tripartite steering groups for ILO/AIDS activities would be used."<sup>10</sup>

The ILO would convene and chair the first meeting of each NSG and provide initial logistical and technical support as needed. "An appropriate government official would subsequently assume responsibility for it and report to the Director-General, providing input to the relevant sectoral steering group and thence to the Committee."

At the programme level in Geneva, tripartite sectoral steering groups would meet every six months. These groups were composed like the planning meetings, but were united to form a global steering group as a result of the first review meeting in September 2004.

### **1.2.2. Time frame and budget**

An amount of US\$157,000 was allocated to each action programme for the 2004-05 biennium, regardless of the number of countries participating. Continuation beyond the end of the biennium was possible provided that third-party funding could be attracted. However, the Governing Body decided on the continuation of some funding from the ILO regular budget for all action programmes at its 294th Session in November 2005.<sup>11</sup> An amount of US\$50,000 was allocated subsequently to each ongoing action programme.

The initial meetings of most national steering groups were convened in the second half of 2004, whereas some NSGs did not start working before early 2005.

### **1.2.3. Participating countries**

The planning meetings decided on a number of countries to be approached by the Office for participation in the action programmes. The lists also included some reserve countries in case one or more countries declined the proposal. Details are found in the full sectoral evaluation reports. Not all countries involved in the action programmes

<sup>9</sup> GB.289/14.

<sup>10</sup> GB.289/14, para. 16.

<sup>11</sup> GB.294/STM/2.

participated fully: some withdrew at some stage and others were only associated to a programme some way, as shown in the table below.

### Countries participating in action programmes

Action programme	Countries/subregions	Sustained functioning of tripartite body
Agriculture	Barbados, Kyrgyzstan, Moldova, Uganda (national level activities)	Barbados, Kyrgyzstan, Moldova
	Costa Rica, Guatemala, Honduras (enterprise training activities)	Costa Rica, Guatemala
	Ethiopia, Kyrgyzstan, Moldova, Senegal (local community activities)	Kyrgyzstan, Moldova
Construction	Brazil, Egypt, India, Ghana, United Republic of Tanzania	All
Education	<i>Africa:</i> Lesotho, Mauritius, Niger, Nigeria, Senegal, South Africa <i>Caribbean:</i> Trinidad and Tobago <i>Latin America:</i> Argentina, Chile <i>Eastern Europe:</i> Bulgaria	All
Hotels, etc.	Argentina, Egypt, Fiji	All
Textiles, etc.	Morocco, Romania, Philippines	All
HIV/AIDS		Not applicable
Agriculture	Kenya	
Education	<i>Caribbean:</i> Barbados, Belize, Guyana, Jamaica, Trinidad and Tobago <i>Southern Africa:</i> Botswana, Lesotho, Mozambique, Namibia, South Africa, Swaziland, Zambia	
Health services	International	
Hotels, etc.	Argentina, Egypt, Fiji	
Mining	India, Zambia	
Transport	India, South Africa	

## 1.3. The evaluation

### 1.3.1. Type, scope, objective and purpose

Considering the rather limited resources for each action programme spread over several countries and the short period of implementation, the action programmes did not lend themselves to an independent evaluation involving an external evaluator.<sup>12</sup> The relevant SECTOR specialist therefore designed and conducted the exercise through a questionnaire for the ILO constituents involved in each action programme at the country level. In the process, the ILO Evaluation Unit was consulted to provide some guidance, but did not have a formal role, which it only has in independent evaluations.

Each action programme was evaluated separately because the programmes differ from each other substantially with regard to major features such as the identity and role of the national steering group, the number of countries covered, or the types and levels of

<sup>12</sup> The ILO evaluation policy requires independent evaluations of technical cooperation projects with a budget of US\$500,000 and above.

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impact envisaged. Thus, the individual reports differ considerably as they reflect the rationale, features and context of each specific action programme.

All action programmes were evaluated with the involvement of the ILO constituents in participating countries provided that national steering groups had been convened or another tripartite body had included the action programme in its responsibilities. The action programme on HIV/AIDS was an exception because its activities were designed to spread over a number of sectors and countries (including those where another sectoral action programme was launched), and because no group of national ILO constituents was convened. The activities carried out under this programme are therefore reflected in this report in the form of a review report only.

However, the action programme in the financial services sector did not reach the stage of convening national steering groups for lack of consensus between the ILO constituents in the countries selected for possible participation. At a late stage of the biennium, the programme was transformed into a tripartite regional meeting on the same topic. Therefore, the programme was not evaluated, but this report includes a short description of the reasons why its original design failed, since some of the lessons learned are relevant for the evaluation of the sectoral action programmes as a whole.

The overall criterion of the evaluation was to assess the relevance and effectiveness of the action programmes by demonstrating the degree to which they contributed to the ILO's Strategic Objective No. 4 – strengthening tripartism and social dialogue, and to indicator 4b.7 – improving conditions in specific sectors (see footnote 5 above).

The purpose of the evaluation is to inform the Global Steering Group about the first experiences of the action programmes and to stimulate a discussion. A second generation of action programmes has been started for the 2006-07 biennium. It is expected that most of the lessons learned can be applied to these new action programmes in order to avoid the adverse factors identified.

### **1.3.2. Methodology**

As the primary objective of the action programmes was to support the national tripartite constituents in their decent work priorities for certain sectors, the core of the evaluation was to gather their assessment of the effectiveness of the programmes. The main instrument of the evaluation exercise was therefore questionnaires addressed to the members of all NSGs.

The completion of the questionnaires relied on the respondents' volunteering their time and effort. Unfortunately, the intensity of responses was in general below expectations and responses were sometimes felt to be rather shallow. In some cases, however, the respondents provided considerable factual information. Details are set out in the sections on individual action programmes below.

Most questionnaires were composed of two types of questions comprising three generic questions included in all questionnaires referring to (1) the social dialogue process for the action programme set up and functioning, (2) a national plan of action adopted and being implemented, and (3) results and impact.<sup>13</sup> In view of the great diversity among the

<sup>13</sup> Viz. Sectoral action programme evaluation framework, document GB.295/STM/4 (mentioned in footnote 4 above).

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programmes, each SECTOR specialist worded the questions in a way appropriate to each programme.<sup>14</sup>

In addition, the SECTOR specialists developed a varying number of sector-specific questions in order to obtain the views of the respondents on aspects considered crucial for the evaluation. Each specialist developed sector-specific criteria and indicators in consultation with EVAL. The questionnaires were sent to all NSGs or tripartite bodies overseeing an action programme. The addressees were invited to respond as extensively as they could. No confidentiality restriction was required. Most responses were received through the competent ILO field representative who in some cases translated them or, as in the case of the action programme in textiles and clothing, also processed the responses and prepared a report.

In the other cases, the responses were summarized and analysed by the respective SECTOR specialists who also added information from other sources in order to provide a more complete picture. The other sources of information were:

- observations gained from field visits;
- correspondence from ILO representatives at country or (sub)regional levels;
- progress reports, correspondence or other documentation produced in the context of the programmes; and
- (in some cases) interviews with key national partners.

### **1.3.3. Reporting**

In order to restrict the length of this document, the coverage of each action programme has been reduced to core information, typically including the following: objectives; the countries involved; sources of information; a summary of findings, broken down by the indicators used for the evaluation questionnaires; and lessons learned. General conclusions and lessons learned are presented at the end of the document. It was felt that this format would facilitate discussion.

At least one national action programme for each sector was examined in greater depth so as to gain more insight in detail. At the time of writing this summary report, the full-length reports for each action programme, including the in-depth case studies of selected countries, were being prepared for posting on the respective web site of each sector concerned, or accessible through links from the general web page on sectoral action programmes (see footnote 14).

<sup>14</sup> The questionnaires are being made available on the Internet together with the complete evaluation reports (see <http://www.ilo.org/public/english/dialogue/sector/ap/index.htm>).

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## **2. Action programmes**

### **2.1. Decent work in agriculture**

#### **2.1.1. Objectives**

The action programme on decent work in agriculture is focused on improving occupational safety and health (OSH) in agriculture through social dialogue. Activities were carried out at the national, enterprise and/or local community level.

#### **2.1.2. Countries covered**

National level activities: Barbados, Kyrgyzstan, Moldova, Uganda

Enterprise training activities: Costa Rica, Guatemala, Honduras

Local community (WIND)<sup>15</sup> activities: Ethiopia, Kyrgyzstan, Moldova, Senegal

In addition, the programme responded positively to a request from Jamaica for technical assistance in carrying out a safety audit in the sugar industry and played a key role in making possible a training seminar on OSH for labour inspectors in agriculture in the Caribbean subregion.

#### **2.1.3. Sources of information**

The information presented here comes from a variety of sources such as (1) activity reports provided in the course of the implementation of the action programme by constituents at country level (Barbados), by ILO headquarters and field staff (Costa Rica, Ethiopia, Guatemala, Honduras, Kyrgyzstan, Moldova and Senegal); (2) responses to questionnaires by the Government of Barbados and the members of the National Safety Councils in Costa Rica and Guatemala who gave their responses through discussions with the ILO OSH specialist based in San José; (3) interviews held by the sectoral specialist with key constituents as well as direct observation during missions (Kyrgyzstan, Uganda).

#### **2.1.4. Summary of findings**

Overall, the action programme on decent work in agriculture achieved its aim of supporting the tripartite constituents in their efforts to improve safety and health in agriculture through social dialogue. Programme delivery relied on extensive collaboration and resource pooling with field offices and other headquarters units. Not only did this extend the scope of the programme, but it also ensured that an emphasis on social dialogue became an integral part of the work of other technical units.

The programme was evaluated against five indicators as mentioned below, each followed by the information gathered from the parties involved in the participating countries.

<sup>15</sup> The ILO Work Improvement in Neighbourhood Development Programme (<http://www.ilo.org/public/english/protection/condtrav/workcond/agriwork/agricult.htm>).

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(1) Ongoing sectoral social dialogue on the agreed topic of the action programme

Tripartite committees on OSH in agriculture functioned on an ongoing basis in three of the four countries with national-level activities (Barbados, Kyrgyzstan, and Moldova). In Barbados, the Ministry of Agriculture was recently granted representation on the National Advisory Committee on Occupational Safety and Health. In both Kyrgyzstan and Moldova, the Government and social partners participated in the adaptation of the WIND methodology and promoted or carried out training activities at the local community level. Following very extensive WIND training activities throughout Kyrgyzstan, the Government and social partners are currently promoting tripartite committees on OSH in agriculture in every local administrative unit of the country.

Tripartite national safety councils requested and supported the enterprise-level training activities undertaken in Costa Rica and Guatemala, in order to promote the establishment and strengthening of bipartite safety committees in agricultural enterprises.

(2) Agreed national plans of action, assessments or reports leading to proposals for change

In Barbados, a draft national policy on OSH in agriculture was adopted in September 2005. Using its own resources, Barbados is now in the process of developing a plan of action on OSH in agriculture, currently foreseen for January-March 2007. In Costa Rica, the National Safety Council caused enterprise-level training activities to be carried out. The most recent of its annual national plan of action focuses on OSH for small-scale farmers. It therefore expressed interest in adapting the WIND methodology to local conditions. In Guatemala, the National Safety Council developed a plan of action on OSH in agriculture in early 2005. In Kyrgyzstan, a national plan of action on OSH in agriculture was adopted in October 2005. OSH was included as a national priority within the ILO Decent Work Country Programme for Kyrgyzstan in May 2006.

(3) The adoption of new or modified measures (legislation, guidelines, national or sectoral policy or other measures) representing improvements in one or more of the four strategic objectives of the ILO within 24 months of the effective start of the action programme

In Barbados, a Safety and Health at Work Act with pronounced coverage of the agriculture sector was adopted in 2005. In Costa Rica, Convention No. 184 was submitted to parliament for possible ratification in 2005, and revised legislation on agrochemicals was adopted in 2006. In Kyrgyzstan, Convention No. 184 was ratified in 2004. In Moldova, labour protection frame instructions on implementing new safety regulations in agriculture were developed for employers and workers in 2005. In Uganda, a Safety Act, which includes the agriculture sector for the first time, was adopted 2006. In Guatemala, the National Safety Council has recently begun a review of current OSH legislation.

(4) An OSH training methodology for agricultural enterprises adapted to local conditions has been agreed and implemented through social dialogue (target: two countries)

In Costa Rica, 14 training workshops for safety managers and workers' safety representatives from 73 companies, 5 producers' organizations and 13 cooperatives were completed by December 2004. Phase II training for additional enterprises is currently being carried out by the National Safety Council with its own resources. In Guatemala, several training activities were completed by September 2005 including an awareness

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raising workshop for the National Safety Council as well as employers and workers' organizations; three 3-day training workshops for 204 employer and worker members of enterprise safety committees from 73 companies; and three 3-day training workshops for 54 government OSH officers. The National Safety Council of Honduras had initially requested enterprise-level training activities, but following an awareness-raising seminar held in July 2004, did not pursue full implementation. The respective action programme resources were shifted to Guatemala.

(5) OSH activities agreed by the social partners at national level have been implemented within 18 months in all participating countries

Six countries carried out agreed activities within 18 months. In Barbados, a draft national policy on OSH in agriculture was adopted. In Costa Rica and Guatemala, extensive enterprise-level training activities were completed. In Kyrgyzstan, a national plan of action was adopted, a national safety day conference on OSH in agriculture was held, the WIND methodology was adapted to local conditions, and extensive local community training activities were carried out. In Moldova, labour protection frame instructions were developed to provide guidance to employers and workers on current OSH regulations; the WIND methodology was adapted to local conditions, and local community training activities were carried out. In Uganda, a seminar on OSH in agriculture was held for parliamentarians with a view to strengthen support for draft legislation, which was later adopted.

In three other countries, implementation was partial. In Senegal, the adaptation of the WIND methodology as well as a training of trainers seminar were completed by the end of 2005 within the framework of the BIT/FORCE project, but the foreseen local community training activities were not undertaken. Nonetheless, the materials developed will be used in the framework of a French-funded technical cooperation project to improve livelihoods in rural areas in French-speaking countries in West Africa (2006-2009). In Ethiopia, constituents met on several occasions to discuss options for the implementation of the WIND methodology, but have not yet carried out the adaptation work. Nevertheless, these deliberations contributed to the inclusion of WIND in the Decent Work Country Programme for Ethiopia as a means to address OSH issues on cotton farms. The case of Honduras was mentioned above under (4).

### **2.1.5. Lessons learned**

- (1) The action programme on Decent Work in Agriculture had several key features that contributed to its success. These included:
  - the choice of a theme that lent itself to collaboration among the social partners, that is, occupational safety and health;
  - the use of pre-existing tripartite structures, wherever feasible;
  - selection of countries largely based on requests from national-level constituents who would be directly involved in carrying out the proposed programme of activities; and
  - extensive collaboration with other headquarters units and field offices. This strengthened the resource base, both financially and in terms of technical expertise, and spread travel costs.

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- (2) It is noteworthy that a number of participating countries provided financial and human resources as well as in-kind contributions in order to maximize the impact of the programme. Several are carrying out further activities on OSH in agriculture in the current biennium on their own resources.
  - (3) It is clear that improving working conditions in agriculture is an important issue in many ILO member States. The action programme received additional requests for activities throughout the biennium from countries that were not selected to participate in the programme. Lack of funds, staff and mandate prevented these requests from being honoured. The ILO should consider developing and funding a more integrated approach to assisting member States in which agriculture is a priority concern, rather than relying on piecemeal solutions.
  - (4) The WIND methodology has proven to be a useful tool for extending social protection and social dialogue to the informal rural sector. In countries where WIND has been introduced, the challenge is to ensure that training is not a one-off event, but a means of encouraging ongoing improvements through community development. Sustainable delivery mechanisms, suited to local circumstances, need to be found. Consideration is now being given to the development of a generic WIND manual, which would incorporate the best features of recent local adaptations, as well as a training package, which would ease the adaptation process elsewhere.
  - (5) The programme of activities in the nine countries did not follow a single pattern, nor was progress even. This is due in large part to the different approaches and objectives adopted in the countries concerned, whether the principal goals were of a practical nature or oriented towards policy development, and the energy of the social partners in pushing forward the process of dialogue and common achievement. Political events slowed or halted progress in several countries. The programme responded flexibly to changing circumstances, encouraging progress where possible and redirecting resources as appropriate.
  - (6) The commitment and active participation of the social partners can be a crucial factor for success, even in the informal rural sector. The adaptation of the WIND methodology to local conditions and the implementation of training activities moved forward rapidly in the two countries where the social partners actively supported the process, and the participating organizations were strengthened through the process. However, in the two countries where either the workers' or the employers' organization chose not to participate in the WIND process, programme activities were not fully implemented. Those were also the only countries selected on the basis of criteria other than a direct request from national constituents. This experience would support the view that demand-driven, rather than supply-driven, programmes have a greater likelihood of success.
  - (7) The ILO budget cycle does not necessarily concord with the scheduling preferences and time constraints of the national constituents. While it was possible to initiate some activities rapidly, the deadline for completion of all activities by the end of the biennium and doubt as to whether further funding would be available in 2006-2007 created an artificial timeframe. The 2-year budget cycle makes long-term planning extremely difficult.

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## **2.2. Construction action programme (CAP)**

### **2.2.1. Objectives**

Three inter-related long-term objectives were determined for the action programme:

- (1) to create an enabling environment for the sustainable development of the local construction industry;
- (2) to improve conditions of work in the industry; and
- (3) to expand opportunities for productive employment.

The underlying approach of the CAP is to achieve the objectives through a process of social dialogue, which is also a goal in itself. The CAP, like the other action programmes, can be seen as a test of what social dialogue can do to promote decent work in the sector.

### **2.2.2. Countries covered**

Five countries were selected to pilot the CAP: Brazil, Egypt, India, Ghana and the United Republic of Tanzania.

### **2.2.3. Methodology**

The CAP has been evaluated against six indicators presented in the next section. The main sources of information for obtaining data were the representatives of the workers' and employers' organizations as well as the government agencies with a stake in construction in each pilot country. A questionnaire was prepared with a number of questions each relating to one of the indicators. Other sources included the minutes of NSG meetings, reports on workshops as well as reports related to the plans of action and their implementation. In all but one participating countries the questionnaire was answered separately by the respective representatives of workers, employers and government agencies involved in the programmes, whereas in Ghana it was answered by the tripartite Sub-Committees on Productive and Gainful Employment (SPGEs) set up for the ILO Decent Work Pilot Programme in the two districts where the CAP was implemented.

### **2.2.4. Summary of findings**

The evaluation is based on the six indicators, which were the object of the questionnaire and are described below. The responses with regard to each indicator are summarized here, whereas the underlying activities and outcomes are described in detail in the full evaluation report on the Construction action programme, which is accessible on the Internet.

Overall, the responses received show that the CAP has delivered what it set out to do: establish a process of tripartite social dialogue in the construction sector at the national level; create a tripartite National Steering Committee which would adopt a plan of action; implement initial concrete activities within the given funding limitations; explore ways of funding for more activities, and pursue a positive strategy concerning the sustainability of the programme.

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(1) The functioning of the process of sectoral social dialogue in the majority of the pilot countries

Positive answers were received for four out of the five countries: the United Republic of Tanzania, Egypt, Ghana and Brazil. The answers reflect, in different ways, that the CAP has provided a welcome and opportunity for sectoral social dialogue on relevant matters. For instance, in the United Republic of Tanzania, the constituents emphasised that the process enabled the different actors to meet and increase their awareness of key issues in the sector, and that the CAP is the right platform for dialogue. In Egypt, it was pointed out that the social partners supported the process and that it led to the identification of strategic objectives. In Ghana, stress was on the involvement of the relevant partners as well as on the results of the process. In Brazil, the respondents pointed to certain details of the process.

The ILO constituents in the United Republic of Tanzania, Egypt and Brazil established tripartite national steering groups that met regularly. In Ghana, the CAP linked up with the ILO Decent Work Pilot Programme (DWPP), which is an umbrella initiative to integrate ILO initiatives in the country. This connection maximized the efficiency of the CAP's limited resources by exploring synergies with the larger programme so as by utilizing the existing DWPP tripartite national steering group to run the action programme the way decided by the Governing Body on action programme steering. Ghana's tripartite Sub-Committees on Productive and Gainful Employment (SPGEs) at the district level were involved in the CAP in those districts where it has been implemented. In India, there have been tripartite discussions, although yet without a formal body such as a national steering group. In addition, in all countries, the CAP contributed to establish or strengthen the participation in the social dialogue of the ministries responsible for construction.

(2) The preparation of a plan of action in the majority of the pilot countries within 15 months after initiating the programme, through a process of tripartite social dialogue in consultation with the members of the national steering committee and other stakeholders suggested by the group

Four out of the five countries replied positively: the United Republic of Tanzania completed the plan in September 2004, Egypt in November 2004, Ghana in July 2004, and Brazil in June 2005. In India, the fifth country, the exact term "plan of action" was not used but a document containing the elements of such a plan was adopted in March 2005. It presents a professional analysis of the problems and a number of proposals on how to address them.

(3) Discussion of a strategy for funding the activities of the plan of action initiated within 18 months in the majority of the pilot countries, through a process of tripartite social dialogue in the National Steering Committee and other forums

All five participating countries report a positive performance regarding this indicator. The answers from all respondents in Egypt, Ghana and the United Republic of Tanzania were positive, i.e. funding was discussed by their respective NSGs as is summarized below. Brazil had two positive answers out of the three, because the third respondent declared he had left the decisive meeting before funding was discussed. India also had two positive answers out of three. The minutes of the meetings held and various reports also show that the issue was discussed.

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So far, in addition to funding from the CAP itself and the ILO offices in the field, the Building and Wood Workers International provided training activities in the United Republic of Tanzania and Egypt and the British Council in Egypt. A local authority and a university have supported one activity in Brazil.

Both in Egypt and the United Republic of Tanzania the NSG and the local ILO Office have an important role to play in mobilizing resources. SECTOR will play a complementary role via CODEV and contacts with other ILO units.

- (4) Implementation in a majority of the pilot countries of concrete activities as provided for in the plan of action within 18 months from the beginning of the construction action programme

All respondents in the United Republic of Tanzania, Egypt, Ghana and Brazil wrote positively and not only mentioned the activities as summarized below, but also gave details on the implementation. India implemented activities not specifically designed in the planning document but still inspired by the CAP. The country is therefore at a borderline position regarding the achievement of this indicator. It can be concluded that the majority of the countries achieved this indicator.

The activities implemented include meetings and workshops in all the pilot countries, with a view to establishing and fostering the process of social dialogue in the construction sector. The activities that have been implemented include many training courses and workshops on health and safety, professional qualification and employment generation in different countries. In addition, in the area of procurement rules and policies, advice was provided in the United Republic of Tanzania (concerning safety and health) and Ghana (employment generation). Activities in Brazil were also related to the formalization of the informal economy in the sector.

- (5) The usefulness of the process of sectoral tripartite social dialogue so far, as measured by the activities implemented

All answers from the United Republic of Tanzania, Egypt, Ghana and Brazil were positive. In the United Republic of Tanzania, e.g. the respondents highlighted increased knowledge of the ILO constituents in the construction industry on safety and health. In Egypt, they noted the usefulness of the creation of the NSG as a capacity building exercise, as well as of the training activities for workers and representatives of the companies. Ghana emphasized improvements in the work of the ILO constituents in the construction industry. Brazil noted the usefulness of the sectoral social dialogue and emphasized specific activities such as professional certification.

- (6) The perceived future usefulness of the process of sectoral tripartite social dialogue

All answers from all five countries were positive. The constituents in the United Republic of Tanzania noted that the CAP would lead to changes in policy and regulations. Emphasis in Egypt and Ghana was on expectations concerning the impact on employment creation and training. The constituents in Brazil concentrated on suggestions for the organizational arrangements of the CAP. In India, the Government noted the potential benefit for the workers, and the employers suggested concentrating on improvements in the system of tax collection for better supporting the workers' welfare funds.

To assess how the CAP may continue in each country, it should be noted that in Brazil, the tripartite Permanent National Committee of Conditions on Health, Safety and

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the Environment of Labour in the Construction Industry made the programme sustainable by incorporating it in its regular activities. In Egypt, the Steering Committee is very active, and the ILO SRO has proposed to the Ministry of Manpower and Migration the formation of permanent sectoral tripartite councils, including one in construction, which would be an important step for the sustainability of the approach introduced by the CAP. In the United Republic of Tanzania, while the CAP Steering Committee has also been very active, the future of the process will strongly depend on resources to be made available for concrete activities.

The replication of activities under the CAP will also contribute to the sustainability of the programme. In Ghana, the Institute of Local Government Studies, which carried out the CAP activities in the pilot districts, is offering to carry out similar activities in other districts. The sustainability of the CAP in Ghana is also linked to the future of the ILO Decent Work Pilot Programme. A proposal including the continuation of the CAP activities is being submitted to the donor community. In India the incipient process of sectoral social dialogue has the potential of being sustainable due to the commitment of the partners involved. The Government has taken the initiative and organized three workshops as well as two working groups on construction. In addition, the ILO SRO has chosen the construction industry as a priority for starting the Decent Work Country Programme. The funding prospects described above under indicator (3) also support the expectation that the programme will become sustainable.

### **2.2.5. Lessons learned**

As an overall conclusion, the process of tripartite social dialogue in the construction sector should be continued, with due efforts to secure its sustainability. The following lessons learned should be kept in mind for the continuation of the CAP and other action programmes, as well as for the planning of activities in additional countries, and of new action programmes in other sectors.

- (1) The support by the ILO subregional offices proved to be crucial. It is fundamental, however, to estimate at the outset the resources required from the offices, both human and perhaps financial, in order to help them planning their engagement and making commitments. Despite the general goodwill of subregional offices, the staff members identified to support the CAP as focal points seemed to be rather overworked and took on the CAP as an extra burden. In some cases, in spite of the tight budget, local consultants were employed to help out, but they still needed supervision by the ILO office and by SECTOR. The Geneva-based specialists do initiate and coordinate the action programmes, give technical advice and process the results such as reports, but they certainly need the support of field colleagues for hands-on operations.
- (2) A very firm commitment at an early stage by the ILO constituents participating in an action programme is equally needed. In the case of the CAP, some of their representatives had difficulties to attend all meetings, even if in the majority of the pilot countries the process of social dialogue did work well. There were also cases of turnover among members of the Steering Committees, especially in India. Admittedly, the commitments required from each partner could not be estimated in advance, as the action programme was a new experience. But future activities should be launched with more attention given to this risk.
- (3) The piloting of a programme in a small number of countries would make more sense if its later scaling-up at the national level could be built in. A general strategy to promote the scaling-up of action programmes at country level would strengthen their impact considerably.

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- (4) Some new countries showed interest in replicating the action programme. Those requests are welcome within a demand-driven approach but should be responded to on a case-by-case basis taking into consideration that regular budget funding would at present not be sufficient. Replication would therefore depend on the availability of resources from other ILO units, donors and/or national institutions.
  - (5) A CAP network should be developed soon to promote inter-country cooperation and facilitate the transfer of knowledge and mutual support.
  - (6) The Ghana case has shown the advantages of linking the CAP to other ILO initiatives at the country level such as the Decent Work Pilot Programme. This type of cooperation should be systematically explored for future activities as is already being done in India.
  - (7) It is imaginable to implement the CAP via either a supply-driven or a demand-driven approach, or a combination of the two. A more decidedly demand-driven approach could be stimulated through an information campaign addressing ILO external offices and constituents in selected countries. Such a campaign should inform on the possible value-added of the CAP and provide guidance, but also on the financial requirements.
  - (8) In the case of future “supply-driven” CAP initiatives, it is recommended to choose a single theme amongst each country’s priorities. The global steering group may wish to propose and give priority to a single issue in the design phase accordingly. This might support greater collaboration with their respective partners at national level. Both in the United Republic of Tanzania and Ghana the CAP concentrated on one theme only (safety and health in the United Republic of Tanzania and employment promotion in Ghana). This has led to a stronger commitment of national partners in the discussions and at implementation. In Egypt, Brazil and India the process addressed a broader range of issues in each country and proved to be more challenging.
  - (9) Finally, the implementation of the programme with a very limited budget proved to be quite challenging. The financial allocation was hardly sufficient to support the process of social dialogue itself through meetings and workshops, which many times entailed costs for participants to travel, consultants, missions, translations, reporting, and others. The funding for concrete activities was reduced proportionately and fully used in the phase under review. However, the CAP process showed that the national partners of social dialogue only continue to meet when there are clear prospects for results and value added. Funding limitations in any case are a challenge to maintaining the momentum of the programme.

### **2.3. Education: Teachers for the future: Meeting teacher shortages to achieve Education for All**

#### **2.3.1. Objectives**

The education sector action programme had the following objectives:

- (1) social dialogue in education is strengthened by the creation of bipartite or tripartite national steering groups (NSGs) to direct the programme, identify policy options, and follow-up;
- (2) a national assessment report coordinated or prepared by the NSG helps constituents and other education stakeholders to better understand the causes, dimensions and the

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impact of quantitative and qualitative teacher shortages on the Education for All (EFA) and Millennium Development Goals;

- (3) based on the national report countries transform some of the policy options into reforms by way of legislative, administrative or collective bargaining means;
- (4) participating countries engage in subregional policy dialogue forums, to share knowledge from national reports, good practices, and international technical expertise and standards;
- (5) The ILO prepares a global report on the programme theme and facilitates information sharing through a programme web site.

### **2.3.2. Countries covered**

Core participating countries with functioning national steering groups and which were committed to prepare a national report on the programme theme:

Africa (English-speaking): Lesotho, Mauritius, Nigeria and South Africa

Africa (French-speaking): Niger, Senegal

Caribbean: Trinidad and Tobago

Latin America: Argentina and Chile

Eastern Europe/Central Asia: Bulgaria

Additional countries participating in tripartite regional or subregional policy dialogue forums to share experiences and practices:

*Africa (Southern African forum):* Angola, Botswana, Democratic Republic of the Congo (DRC), Malawi, Mozambique, Namibia, Swaziland, the United Republic of Tanzania, Zambia and Zimbabwe

Latin America: Brazil and Mexico

Caribbean: 11 Caribbean countries in addition to Trinidad and Tobago

### **2.3.3. Sources of information**

The Office sent evaluation questionnaires to the 7 countries that had achieved programme objective No. (2) (Argentina, Bulgaria, Chile, Lesotho, Mauritius, Nigeria and South Africa). Three countries (Bulgaria, Mauritius, and Nigeria) responded in time. The responses reflect the views of the NSGs collected by the Chairpersons through discussions with the major constituents (tripartite for Bulgaria and Mauritius, bipartite – Ministry of Education and Labour and the teachers' union – in the case of Nigeria). They are incorporated in the findings and lessons learned below as appropriate. The sectoral specialist added information based on missions, participation in regional forums, a desk review of the NSG meeting reports and all correspondence, and other activities.

### **2.3.4. Summary of findings**

The findings of the evaluation are presented below in the order of the pre-established indicators.

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(1) **Social dialogue: NSGs function during the whole programme's timeframe.**

The NSGs in eight of 12 countries that initially established such forums operated from their creation in the period October 2004-February 2005 until the completion of a national assessment/report (objective (2), i.e. to some point in time between October 2005 and April 2006. Periodic meeting minutes or other communications were received from seven NSGs (Argentina, Bulgaria, Chile, Mauritius, Niger, Nigeria, South Africa), and initially as well as after a one-year suspension of activity from another one (Trinidad and Tobago). These reports of NSG activities were posted on the programme web site. They show that NSGs in these countries met regularly and with high levels of participation.

Two participating countries (Dominica and Mali) launched an NSG and agreed on the conceptual framework for a national report but did not follow through despite repeated reminders from the ILO. Two other countries (Lesotho and Senegal) also began sectoral social dialogue, but there is no evidence that it continued on a sustained basis after the first two meetings.

Despite the high level of participation in the initial phases of the social dialogue process, it is not known yet whether its benefits will be sustainable. No NSG reported so far that social dialogue on the programme theme or related matters has continued beyond the bargaining or social dialogue mechanisms which existed already. As an example, Nigeria noted that the experience of information sharing among the constituents and other stakeholders was highly educational, but has not indicated that any permanent social dialogue structure on these issues was put into place.

(2) **National assessments and policy options: NSGs produce national assessment reports on the programme theme based on a common conceptual framework provided by the ILO and recommendations on policies and actions to address one or more of the four ILO strategic objectives**

All ten core countries participating in the programme with functioning NSGs agreed to the conceptual framework, with minor modifications. Seven countries (Argentina, Bulgaria, Chile, Lesotho, Mauritius, Nigeria, South Africa) produced a report within the timeline originally agreed (by the end of 2005) and one (Niger) did so by the first quarter of 2006. Trinidad and Tobago so far has produced only a draft report, while Senegal has undertaken preparatory work but lacks resources to complete its report. All completed or draft reports have been published on the programme web site.

All NSGs met regularly to plan, coordinate and approve the report and thus worked as a forum for generating information and exchanging views on national priorities.

The reports were prepared in different ways: directly by the members of the NSG; by smaller working groups of the NSG, with or without assistance from a hired consultant; or by a consultant with guidance and criteria from the NSG. Their coverage varies from very extensive, treating in depth all subjects of the conceptual framework, and often containing relevant statistics, to a more selective style. Chile produced a complementary national study with projections on the supply and demand of teachers. Mauritius based its report largely on measuring teacher satisfaction or dissatisfaction with teaching conditions. Niger separately measured stakeholder appreciation of the education system, especially regarding access and quality.

Countries responding to the questionnaire "fully agreed" that producing a national assessment helped to understand the issues and challenges involved, but also pointed to gaps in coverage or areas for improvement.

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- (3) Some of the policy options are transformed into legislative or administrative measures or provisions of collective bargaining agreements in three to four countries by the end of 2007

Two of the responding countries agreed that the policy options resulting from the assessments had helped the Government or all three constituent groups to decide on future actions. In Bulgaria, the policy recommendations influenced a collective bargaining agreement and a strategy proposal on school education submitted to Parliament. Mauritius responded that the report was an extremely valuable document for the Government to consider as a “master plan” for developing the teaching profession.

Overall, however, the responses showed that many of the options had yet to be fully considered and were far from being implemented. Whereas there is still time for the proposed policies to have an impact before the end of 2007, more intensive action by NSGs and support from the ILO will be required and was in fact requested by Mauritius.

- (4) Subregional knowledge sharing

The indicator for the fourth objective is that: (a) some countries not participating in the programme nevertheless participated in a subregional forum to exchange experiences and benefit from the work of the core countries; and (b) some of those countries would follow-up by establishing NSGs or their equivalent to continue working on the programme theme by means of social dialogue.

The first part of this indicator was attained through subregional forums in Southern Africa, Latin America, and the Caribbean. Participants indicated that the forums helped them to understand the working lives of teachers in countries with similar traditions, cultures and conditions, and considered it important to continue encouraging the dialogue.

The Southern African Policy Dialogue Forum on Teachers for the Future was co-hosted by the South African NSG and the ILO in Pretoria, South Africa for countries of the Southern African Development Community (SADC) plus Nigeria. After examining the work done by the four programme countries, experiences from other countries and the view of international and regional experts, it adopted the Pretoria Declaration on Teachers<sup>16</sup> comprising a set of recommendations on policies for decision-makers in all 14 countries represented in the Forum.

In Latin America, Brazil and Mexico participated with the programme countries Argentina and Chile in a Latin American subregional policy dialogue forum co-hosted by the Chilean NSG and the ILO in Santiago, Chile. It adopted a consensus statement (*Declaración de consenso*),<sup>17</sup> which highlights the main findings from the national assessments and experiences and suggests activities to continue the work begun by the NSGs.

In the Caribbean, the ILO supported the organization of a regional policy dialogue forum on the programme issues organized by the Commonwealth Secretariat and the Government of Trinidad and Tobago. It was a replication of the policy dialogue forum organized under this programme in Southern Africa and relied on SECTOR for technical inputs and advice on whom to invite. Representatives from twelve countries, including representatives from teacher unions and employers’ organizations from several of them

<sup>16</sup> <http://www.ilo.org/public/english/dialogue/sector/ap/educat/forums/safrica.htm>.

<sup>17</sup> <http://www.ilo.org/public/english/dialogue/sector/ap/educat/forums/docs/santiago-decl.pdf>.

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and the Trinidad and Tobago NSG, analyzed the situation and adopted the *La Romaine plan of action for Caribbean Teachers*<sup>18</sup> with recommendations for future action.

So far, however, none of the countries participating in any of the subregional policy dialogue forums has reported on follow up activities such as to continue the knowledge sharing or implement policy options.

(5) ILO global report and web site information sharing

The relevant indicators for the fifth objective are that the ILO would: (a) produce a global report on the programme theme within 30 months of the programme's commencement; and (b) enhance international information exchange through a specific web site. The first indicator has not been met, in part because some countries have not yet completed their work, and in part due to temporary changes in the work assignments of the programme specialist. Work on an international database has had to be redirected to avoid duplication with a recent publication of UNESCO.<sup>19</sup> It is expected that the report, synthesizing international trends and remaining challenges based on the national reports, the policy dialogue forums, information from the database, and other sources, can be completed by the middle of 2007.

The second indicator was met through the creation and regular updating of a web site for the action programme as foreseen. In addition to public information and published reports, it gives constituents in participating countries and members of the Global Steering Group access to unpublished documents through a special "participants only" feature. In addition, resources on programme issues were periodically identified with support from the ILO library and sent to constituents in the programme countries. In this respect, Mauritius felt that more such information should be directed to individual NSG members.

### **2.3.5. Lessons learned**

- (1) The action programme was designed for countries' self-selection in order to ensure their strong commitment. Invitations were addressed to more than 140 ILO member States. About 30 governments expressed interest and 12 agreed to fully participate and fulfil the conditions which included creating tripartite (if national employers' organizations wished to participate)<sup>20</sup> or bipartite NSG's, appointment of focal points, and financial or technical contributions to the programme. This procedure was one of the programme's strengths, since the Government through the Ministry of Education – the major employer of teaching personnel in each country – was committed from the outset. Ministries of Labour also participated in all countries, often playing a very active part in the programme work on issues of human resource planning and labour relations including social dialogue.
- (2) Despite positive gains from the wide geographic scope of the programme, however, a key lesson is that a smaller number of countries should be invited to participate in

<sup>18</sup> Forthcoming on the programme web site.

<sup>19</sup> Teachers and Educational Quality: Monitoring Global Needs for 2015, UNESCO Institution for Statistics, 2006.

<sup>20</sup> The Governing Body decided in March 2004 that national steering groups for the education sector programme would include employers' organizations as full members if they expressed a wish to participate in the programme based on the agreed theme. Of the 12 core countries that established NSGs, seven were tripartite from the start, and two others became tripartite after the initial meeting, on the invitation of the government and teacher union participants on the NSG.

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such a programme given the limitations on ILO programme staff and financial resources, so as to better support the programme countries and constituents.

- (3) The Office found it increasingly difficult to support so many participating countries financially and technically. The Sectoral Activities Programme secured additional funds from ILO regional and subregional offices to organize one national and two major subregional forums on policy dialogue, but funds from the ILO would have been welcome also to help the NSG's in their functioning, according to Nigeria and Mauritius.
- (4) The ILO programme staff was not sufficient to manage such a large programme. Delays occurred therefore in responding to country requests for technical assistance or supply of information as well as in the preparing the phase 3 global report. Bulgaria still gave high marks for timely supply of information and technical assistance.
- (5) Action programme planning needs to be tightly coordinated with the overall Office programme and budget cycle. Late planning for the action programme in education proved to be a handicap in many countries as most ILO subregional offices had already planned their work and found it difficult to accommodate the action programme. Most offices nevertheless made significant efforts to provide some support and even nominated focal points in their staff as did the Office in Lagos, Nigeria. Still, the Nigerian NSG noted in its response that ILO offices should show more interest in the programme. The fact that two of the initial core countries never advanced beyond establishing a NSG partly resulted from insufficient local ILO support. In turn, ILO constituents should be more active in expressing their desire for action programmes to be included in country programming.
- (6) The information and knowledge-sharing component is one of the programme's strengths. This is the general view of the participating countries. Accordingly, they judged the subregional forums positively as a start for education reforms in all countries attending.
- (7) Attempts to engage financial contributions from major bilateral or multi-bilateral donor organizations were not successful despite the importance of teachers' status as a factor in the availability and quality of education. It should be noted though, that some resources were obtained from other extra-budgetary sources and from the regular budget outside SECTOR. ILO regional and subregional offices supported the NSG's and contributed to the holding of the national or subregional policy dialogue forums. International organizations including UNESCO, Education International and the Commonwealth Secretariat made financial and technical staff contributions to the Southern African and the Caribbean forums respectively. Other organizations, including OECD, CARICOM, OAS and SADC, shared information and/or made technical contributions.
- (8) The fact that the ILO and Commonwealth Secretariat may before the end of 2006 sign a Letter of Agreement to cooperate on teacher recruitment and migration issues is likewise encouraging. It shows that the programme offered a successful formula for ILO work on the objective of attaining Education for All. More synergies with traditional partners such as UNESCO and EI remain to be achieved, however, notably with UNESCO's Teacher Training Initiative for Sub-Saharan Africa and the EI programme on EFA and HIV/AIDS. Both were launched in 2005 and are active in several countries participating in the ILO action programme.
- (9) The sectoral social dialogue process to drive this action programme required time and strong commitment of all parties involved. This is particularly so as not all actors

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were familiar with the ILO principles of tripartism and social dialogue, such as government agencies other than the Ministry of Labour, and stakeholders like school employers or managers not directly involved with national employers' organizations, teacher training and policy institutions or parent-teacher associations.

- (10) As the programme continues through the end of 2007, priorities for ILO action may include:
- (a) assist Senegal and where necessary Trinidad and Tobago to complete and publish their national reports with policy options;
  - (b) help organize the delayed regional exchange of country reports and experiences between Niger, Senegal and neighbouring countries in West Africa, or assist Niger in the convening of a national stakeholders' meeting;
  - (c) complete the programme database and global synthesis report, disseminate it and promote the results among core programme countries as well as those participating in the policy dialogue forums;
  - (d) assist countries that wish to sustain the social dialogue process and undertake reforms based on the proposed policy options. Examples are Bulgaria which has indicated that the programme would continue after approval of a proposed strategy on school education; South Africa has offered to work with the ILO to share its institutional social dialogue experience with other SADC countries and Nigeria;
  - (e) build on developing cooperation with the Commonwealth Secretariat to foster good practices on teacher recruitment in relation to mobility and teacher migration.
  - (f) examine internal ILO planning mechanisms and means of supporting sectoral programmes at national level through its country and subregional offices, using Decent Work Country or other programming frameworks.
- (11) ILO constituents, particularly workers' and employers' representatives, may as a priority wish to examine means of encouraging and supporting sustained social dialogue mechanisms in participating countries, building on the existing NSG structures.

## **2.4. Addressing crises and creating more and better jobs in the hotel, catering and tourism (HCT) sector**

### **2.4.1. Objectives**

The action programme set off with the general objective to increase employment in the HCT sector.

It was underpinned by the rationale that the employment potential of the sector was not fully utilized because (1) employment was volatile in the sector due to external crises in recent years and a lack of statistical knowledge to develop sound employment policies (2) employment was not sufficiently attractive to workers looking for a job; (2) workers lacked the skills for productive employment in the HCT sector.

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Whereas the general objective was to change the employment situation in the sector, a no less important goal of the programme was to strengthen social dialogue at sectoral level as a means to achieve the general objective. Thus social dialogue became a goal in itself. The three dimensions of the general objective and the overall goal of the programme translated into the following specific objectives

- (1) Promote social dialogue at sectoral level;
- (2) promote decent work;
- (3) develop sectoral labour statistics (Tourism Labour Accounting System – TLAS);
- (4) develop policies and programmes for skills development;
- (5) address HIV/AIDS at the workplace.

Key outputs were anticipated for some of the objectives, such as including baseline studies and studies on best practices; manuals and other training material if appropriate; and workshops to validate and further develop the material.

#### **2.4.2. Countries covered**

The action programme has been operational in the following three countries: Argentina, Egypt and Fiji.

#### **2.4.3. Sources of information**

The evaluation questionnaire was sent out to the members of the NSGs in the three participating countries through the local ILO offices. The form and intensity of responding varied considerably between the countries. In Argentina as well as in Egypt, the three groups represented on the Steering Group replied separately, and the Governments sent replies from each of the agencies represented, i.e. the Ministry of Labour and the authority for Tourism. The ILO Office in Egypt sent a translation. In Fiji, the local ILO office composed the reply from interviews held with the members of the NSG. A repeated request for direct responses generated a promise but no documents. The views of the tripartite partners in each country are not significantly different from each other, although some authors seem to be more interested in one issue or another. The employers' response from Argentina even referred to social dialogue results achieved outside the action programme rather than to the process under review.

#### **2.4.4. Summary of findings**

This evaluation covers seven aspects or indicators as they were contained in the seven questions of the sectoral evaluation questionnaire on the action programme in the Hotel, Catering and Tourism sector.

##### **(1) The functioning of the process of sectoral social dialogue**

The ILO constituents in all three countries established tripartite NSGs that met regularly for most of the year 2005. The NSGs continued being active in Egypt and Fiji later, whereas in Argentina it had not met in 2006 to date. The reasons given verbally were the summer vacation period and the drastically reduced budget for the new biennium. All respondents answered positively to the functioning of sectoral social dialogue, citing appreciation for the frankness of discussions held. Some found the process very successful

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(Egypt) or effective (Argentina). The fact that both ministries of labour and tourism were represented in all countries as well as all relevant employers' and workers' organizations was viewed positively. In Fiji, academic institutions and training centres were also associated with the NSG. The subjects discussed were considered relevant. The answers from Egypt and Fiji show that the action programme was an unusual opportunity for sectoral social dialogue whereas one of the replies from Argentina pointed out that the keen interest of the tripartite partners in the action programme was a proof of the fact that social dialogue in the HCT sector was permanent.

(2) The preparation of a plan of action

A national plan of action was prepared in two of the three countries (Egypt and Fiji), although in different forms. In Egypt, a national plan of action was formally established and validated by the group. In Fiji, the ILO Office established the plan in tabular form based on the deliberations of the group. In Argentina the respondents considered that in the absence of a consolidated document the decisions taken by the NSG on different occasions and documented in the records were as good as a national plan of action. It is noteworthy, though, that one constituent referred to the absence of such a document as a reason why funding was not discussed yet.

(3) Implementation of the activities

The respondents in all three countries elaborated on the activities that were implemented. There were differences in emphasis, however, as some respondents considered the activities of the NSG, such as information sessions with presentations by experts or consultants, as activities of the action programme, whereas others (Egypt) thought that the action programme proper had not started yet and even the baseline report and plan of action was only for its preparation. The implementation of the action programme is expected to start when funds will be available.

Substantial activities, albeit of moderate size, were mentioned in Argentina where consultancy reports advanced issues such as labour statistics, remuneration questions and skills development needs, as well as in Fiji where a questionnaire on skills development needs was launched and analysed. Dialogue on designing the consultancies and on their conclusions was also considered substantial activities in Argentina.

(4) Results of the activities and their relevance to the social and economic development of the hotel, catering and tourism sector

The respondents from Argentina considered successful sectoral social dialogue on controversial issues a commendable result of the action programme. It had approached the three groups on questions such as working conditions, wages, the informal economy, etc. Otherwise, the replies from all countries give to understand that the question was premature. An exception was made for the development of labour statistics in tourism, which was attributed an immediate impact as it allowed the public to better understand the importance of the tourism sector in the national economy and on the labour market. This activity resulted in two consultancy reports on measuring employment and other labour related data in tourism. It also spread to three other countries in the MERCOSUR area: Brazil, Paraguay and Uruguay through a tripartite ILO workshop which was hosted by the Ministry of Planning and the tourism authority of Brazil.

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(5) Additional results from the sectoral social dialogue process that went beyond those initiated by the action programme

The respondents from all countries considered that social dialogue in the framework of the action programme had resulted in certain impacts outside the programme. In Argentina, an example of such impact was the use made by the social partners of the consultancy report on wages when they renegotiated a collective agreement; another example was that one of the two employers' organization joined in with the other employers' organization and the workers' organization to become active in a sectoral project of the Ministry of Labour on the certification of competencies in hotels and restaurants. Both in Egypt and Fiji, the respondents valued the impact social dialogue as raising common awareness of social and labour problems in the HCT sector otherwise little known or hardly considered.

(6) The action programme as ultimately leading to social and labour benefits in the country in the future

Respondents from all three countries expect the action programme to generate social and economic benefits for their countries in the future. However, in Argentina the expectation was conditional upon the continuation of the action programme, mainly through increased awareness and enhanced policies of the tripartite partners.

The respondents gave more or less detailed views on the future social and labour benefits of the action programme. In Argentina, the increased closeness of the tripartite partners was expected to promote social changes in the sector such as diminishing the proportion of informal employment, improving workers' income and improve the quality of services through enhanced skills and better workers' health. The future availability of better labour data was also expected to contribute to those improvements. The Egyptian respondents expected additional results such as a reduction of youth employment through increased employment opportunities in tourism, higher competitiveness of the sector on external markets, and an encouragement of investments in the sector.

(7) Additional funding for the plans of action

The question was dealt with intensively in Egypt and Fiji, but not in Argentina. The Egyptian constituents had established a budget estimate for funding by the community of development cooperation partners of the country. In addition, the social partners decided to propose new legislation by which 1 percentage point from the 12 per cent service charge in hotels and restaurants plus 1 percent from employers' income would be collected to form a sectoral training fund.

In Fiji, the national steering group has integrated components of the action programme into a larger project in the area of human resources development.

In Argentina, the question of sustainability was not dealt with so far, as there was no consolidated national plan of action. The Government will probably finance the continued work on labour statistics.

#### **2.4.5. Lessons learned**

- (1) Although the responses to the evaluation questionnaire are by and large positive, some observations drawn from the experience made by the specialist outside the evaluation exercise may help putting them into perspective.

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- (2) The question concerning the expected future impact of the action programme seems not to have been asked clearly enough or is too difficult to answer at the present stage. The NSGs seem therefore little committed to make the programme sustainable in their countries. Certain responses pointing to a future impact of the programme seemed uncertain and were conditional upon the continuation of the action programme supposedly with its present structure. However a proposal was also made to extend the programme to the provincial level, which pointed to a future for the programme on its own.
  - (3) The extension of the action programme to more countries and to the subregional level is an important challenge. More solid prospects for extra-budgetary funding would, however, be needed. In any case, in view of requests coming in from other countries for ILO technical cooperation on the HCT sector, a strategy should be discussed to create synergies between the countries as potential participants in the action programme. An Internet site remains to be created for this purpose.
  - (4) The action programme could be extended on a regional or subregional basis in whole or in part as was already done for the component of labour statistics. Argentina was the leader of a subregional workshop on labour statistics in tourism held in Brasilia, Brazil, on that country's request.
  - (5) The preparatory process of the action programme could have been more complete. Better preparation would probably have accelerated the implementation and improved its achievements. A more complete preparation of the action programme concerns three dimensions: (a) more clarity of theme and objectives; (b) commitment by the subregional ILO Office concerned; (c) commitments by the ILO constituents at national level; more considerate selection of countries taking into account the national capacity and willingness to come up with the necessary local inputs and activities
  - (6) The theme and the objectives of the action programme on the HCT sector were determined at the international level based on a proposal by Office but without updated consultation with the ILO constituents in the prospective participating countries. The procedure may have created delays and a weakness of motivation at the national level in some cases. Efforts need to be made to strike a balance between a supply driven approach and a demand driven approach, or in other words, between the perceived needs at country level and the proposals made at Headquarters. To establish a national plan of action can become a time consuming exercise, which may delay the programme and take the momentum away. However, the example of Argentina may show that in the absence of a consolidated document, the programme lacked orientation. This may be the reason why the constituents had difficulty distinguishing between activities and results. Realistically, the ILO constituents should deny participating in an action programme if its relevance to the country's needs is too low or not clear enough. I can only be guessed that Mexico may have declined for this reason, but the imminent termination of the programme in Argentina may be explained by the country's little perceived need for what the action programme proposes.
  - (7) The ILO subregional offices involved should be provided at an early stage with more complete estimates of the human and even financial resources it is expected to contribute to the action programme. In view of scarcity of funding, the number of missions from Headquarters is limited. Whereas the presence of the specialist from Headquarters was felt to be essential for the promoting of the programme at national level, an increased involvement of the ILO subregional office could replace such missions to a certain extent and lower costs.

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- (8) The ILO constituents at the national level should be involved in the planning phase, and more precise commitments should be requested from them before a country starts participating in the programme. Most of the action programme's value added is in its approach rather than in the few activities that can be financed from its small allocation. Its capacity to generate an impact beyond its immediate scope, however, relies depends on sound administrative procedures as well as a strong determination from the outset.
  - (9) The possibility of linking the action programme to other ILO or third party initiatives can be an important criterion to decide on its implementation or expansion. The experience of Fiji and Argentina show that the action programme has been relevant for ongoing government projects, whereas in Egypt it has become part of the Decent Work Country Programme and could therefore rely on more resources from the subregional office. At the same time, however, the programme may lose too much of its momentum and its sectoral profile if it is associated with other activities not entirely controlled by the same actors or of little dynamism. Both in Argentina and Fiji the programme has lost at least as much as it may have won in terms of survival. This dimension should be included expressively in any future evaluation questionnaire.

## **2.5. Textiles, clothing and footwear (TCF): Improving competitiveness by promoting decent work**

### **2.5.1. Objectives**

At the outset,<sup>21</sup> the overall objective of the programme was, in each country and in the light of its particular conditions, to develop a strategic approach for bringing TCF enterprises up to date, an approach that would be coordinated in its economic and social dimensions with a view to promoting decent work in these industries. The general objective to promote decent work was, in the course of the implementation of the programme at country level, linked with the goal of enhancing the competitiveness of enterprises, especially as a reaction to the ending of the Multi Fibre Agreement. In this perspective, decent work was largely seen not just as a goal in itself, but as a means to increase competitiveness. In addition, the promotion of decent work was not only expected to help increasing the productivity of enterprises but also their acceptance on markets where the social dimension of production is increasingly taken into account by consumers. The programme would therefore follow an integrated approach to improving competitiveness by promoting decent work and productivity.

The immediate goals of the programme were to:

- (1) summarize and evaluate current knowledge on the TCF sector, identifying the key aspects of competitiveness including social factors;
- (2) define and implement integrated policies and programmes aimed at boosting competitiveness by promoting decent work; and
- (3) develop capacities for consultation and dialogue with the social partners in the sector with a view to formulating and implementing an overall strategy for economic and social development in the TCF sector.

<sup>21</sup> GB.286/STM/1.

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### **2.5.2. Countries covered**

The following countries participated in the action programme: Morocco, Romania, and the Philippines.

In Egypt and Tunisia, the replication of the action programme approach is under way and both countries have engaged in preliminary research with a view to developing a national plan of action to improve the competitiveness of their TCF industry through decent work. However, the implementation of the action programme in the two additional countries is not subject to this evaluation.

### **2.5.3. Sources of information**

The evaluation of the action programme in the TCF sector was based on a questionnaire that was more specific to the sector than was the case in other sectors. Other steps of the evaluation process were likewise different from other sectors: the questionnaire was sent to members of the Tripartite National Steering Committees. The replies, some of which were received in local languages, were processed with some assistance from SECTOR by the competent ILO representatives at country level. The resulting country evaluation reports were put together to form the evaluation report on the action programme in the TCF sector. They are summarized below in the order of the indicators addressed in the questionnaire. It should be noted that the report from the Philippines only reflects responses on questions nos. 1-3 and a modified version of question 8.

### **2.5.4. Summary of findings**

#### **(1) Improving social dialogue at the sectoral level in action programme countries**

Tripartite National Steering Committees (NSCs) are functioning in all three countries. In two countries, there were pre-existing tripartite sectoral bodies which added the action programme to their responsibilities: the *Comité de Pilotage* of the ILO Decent Work Pilot Programme (DWPP) in Morocco and the Clothing and Textile Industry Tripartite Council (CTITC) in the Philippines which the Government decided to reactivate for the action programme.

In Romania, the respondents highlighted the merit of the programme to bring the social partners and the Government together on sectoral issues for the first time. It created opportunities for the partners to get to know each other better, exchange views based on facts and on scientific research, and to explore opportunities for a win/win partnership. Social dialogue with a view to promoting decent work was recognized as a competitive factor. The new feature of sectoral social dialogue also gave a new impetus to social dialogue at the national and regional levels.

In Morocco, the sectoral tripartite partnership led to greater awareness of the urgent need to reflect on common solutions and strategies for the textile and garment sector to face up to new constraints from international competition. Social dialogue was strengthened specifically by exchanging views on: the future of employment relations; the settlement and prevention of conflicts; the creation of sectoral trade union federations; and the creation of a joint sectoral committee – the first to come into existence at the national level.

The programme also improved the relationship between the three trade unions concerned. This in turn had a positive impact on the quality of social dialogue.

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In the Philippines, the tripartite respondents agree that the work of the CTITC has improved communication among the partners. In particular, the capacity of workers' and employers' organizations to negotiate was strengthened through the programme, as was their understanding of competitiveness and enterprise management issues including new methods of work organization.

(2) The development of national plan of action adopted on a tripartite basis, and adapted to the socio-economic situation of the textiles and clothing sector and to the constraints arising from globalization of the sector

Each of the three countries adopted a national plan of action to improve the Competitiveness of the TCF sectors through decent work.

In Romania, the national plan of action reflects a strategic approach to encompass economic and social dimensions of adjusting the industry to the new trade environment, in particular with regard to the country's accession to the European Union. It aims at:

- strengthening social dialogue at enterprise and industry level;
- creating awareness of developing human resources and improved working conditions as a competitive factor; and
- disseminating management systems for corporate social responsibility including the improvement of health and safety at work.

The activities of the plan of action are being carried out through studies on “best practices”, workshops and guides.

In Morocco, the tripartite partners for the Decent Work Pilot Programme had established the national plan of action earlier. With financial support from Spain since July 2005, it mainly aims at strengthening social dialogue at the enterprise level to strive for the social upgrading of enterprises and their role in skills development. The dialogue was to address workers' needs as well as the employers' challenges and strategies; compliance with regulations concerning working conditions and wages; and skills development with a view to improve productivity and careers.

In the Philippines, all parties were supporting the national plan of action. However, there is limited a-priori congruence on the implications of decent work, which are not seen as equally advantageous to one or the other party.

(3) The impact on the socio-economic development of the sector in action programme countries as generated by the adoption and implementation of the plan of action

The ILO constituents consider that sectoral social dialogue has improved as a result of the action programme, and a number of activities have been undertaken to deal with the post-MFA situation in a more integrated and socially responsible way.

In Romania, it was felt that the adoption and incipient implementation of the plan of action had already had a positive impact on the socio-economic development of the TCF sector. However, the full impact of the programme could not be assessed, as the activities had only just begun.

In Morocco, the social partners consider that the main achievement of the programme was to agree on the official creation of the industrial council for textile and clothing as a

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strengthened mechanism of bilateral social dialogue and also with a view to preventing or settling industrial disputes. They now knew each other better and were becoming aware of the challenges they were facing through the exchange of views in a perspective of “winning partnership.” The programme was being instrumental to consolidate the industrial council by setting up its permanent secretariat.

Activities under the plan of action so far were limited to studies carried out to assess the socio-economic situation of the sector. Other activities still needed to be implemented.

In the Philippines, most respondents agreed that it was too early to assess the impact of the programme. Progress with sectoral social dialogue was slow due to long-standing grievances and lack of trust between the partners.

(4) **Expected future positive economic and social effects of the action programme**

In Romania, all partners expect important economic and social effects in the medium and long term provided the sectoral social dialogue continued improving. Additional ILO support was required to maintain the momentum.

In Morocco, the respondents expect the Decent Work Pilot Programme to benefit the sector in the future, as it would give Morocco an advantage over competitors with poor social practices. The benefits depended on the strict observation of basic human rights, international conventions and the country’s labour code. However, the dialogue was still in its early stages and its long-term prospects could not be predicted. In any case, the participation of all those currently involved in the programme needed to become a permanent institution. But the programme needed financial assistance for expansion to a sufficient number of companies in order to form a “critical mass” for impact. There was a need to raise the awareness of the buyers and various associations concerned with the social dimension of the enterprise.

In the Philippines, the capacity-building activities provided for in the National plan of action were considered promising, but much depended on the goodwill of the social partners to agree on mutually acceptable objectives for the programme.

(5) **Contribution of information for the ILO report intended for the Tripartite Meeting on Promoting Fair Globalization in Textiles and Clothing in a Post-MFA Environment (Geneva, October 2005), and participation in that meeting**

The Moroccan social partners had provided information on the economic and social impact of the ending of the MFA. A study was carried out in the framework of the programme for this purpose and approved by the national steering committee. The Moroccan tripartite delegation to the meeting considered the participation to be an enriching experience resulting in better acquaintance with the constraints and possible strategies in a post-MFA environment.

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- (6) Changes in perception of the global post-MFA environment and of the socio-economic strategies that need to be developed to improve competitiveness and promote decent work in the textiles and clothing sector. Modifications of the priorities of the plan of action in the light of the discussions at the meeting in Geneva

The ILO constituents in all participating countries considered that the action programme was helpful to deal with the post-MFA situation in a socially responsible way. No changes were introduced in the National plans of action after the meeting.

- (7) Increased integration of the social dimension into national strategic approaches in a post-MFA environment, following the implementation of the plan of action and in the light of the post-MFA meeting in Geneva, and
- (8) Significance of the role of the action programme in ensuring that the importance of social dialogue and integration of the social dimension is taken into account in post-MFA strategic discussions

The responses show that indicators (7) and (8) were perceived as one and the same. It can be concluded that the constituents closely associate the Post-MFA meeting organized by the ILO in Geneva with the action programme as far as their impact is concerned.

Romania stated that the industry's emerging sectoral and global strategy had increasingly been incorporating the social dimension of competitiveness as a result of the ILO initiatives.

The programme supported the social partners in Morocco to become more aware of the need to improve labour relations in order to achieve a lasting social balance for the sake of better competitiveness. They were now increasingly recognizing each other as partners in making the enterprises competitive. A greater presence of the social dimension in the industry's strategic thinking may be indicated by the fact that the employers launched the "*fibre citoyenne*" label based on an ethical charter.

Following the sectoral experience made with the ILO programme, the Ministry of Labour is launching a national multi-sector programme to help enterprises become more socially responsible.

The focus of the programme in the Philippines has been on employability and redeployment issues in view of the crisis.

- (9) Do you consider that the plan of action has helped to increase awareness of the concept of decent work at the sectoral level as a result of action programme implementation

The action programme has improved the awareness of the Decent Work Agenda at the sectoral level as well as in national politics. Both in Romania and Morocco, the Ministries of Labour, the Ministries of Industry and the social partners have been supporting the concept in the course of their involvement in the action programme. In Morocco, the concept was thoroughly discussed by the National Steering Committee and the issues at stake identified as priorities. The concept was disseminated through regional workshops for representatives from enterprises, the trade union and the government administration. More efforts were, however, still needed to make the concept better known.

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The climate in the industry is more and more supportive to the promotion of the decent work concept in view of international competition. The employers in Morocco, as an example, launched the “fibre citoyenne” label based on socially relevant criteria expecting that international buyers would use them to assess Moroccan subcontractors.

(10) **Benefit from action programme experiences for the governments and social partners of other countries**

The replication of the methodology to improve the competitiveness of their TCF industry through decent work is under way. Already two countries, Egypt and Tunisia, engaged with the technical support of the ILO in preliminary research with a view to developing a tripartite national plan of action

In Morocco in particular, the partners of the programme are willing to help other countries implementing the programme with a view to combat social dumping and promote fair trade.

### **2.5.5. Lessons learned**

- (1) The respondents expressed interest in ensuring that the programme will continue having impact in the future. As an example, the Moroccan respondents recommended to permanently improve the project in order to be sure its results were lasting, and respondents from the Philippines recommend establishing periodical progress reports in order to ensure that the programme remained in focus.
- (2) Moroccan respondents emphasised the enterprises level as the area where the programme should produce results, whereas some responses from the Philippines stressed the need for a more participatory approach at the enterprise level. However, concern was voiced at the coverage of the enterprise world by the action programme in two countries. It was recognized that its impact depended on more enterprises of different sizes to participate.
- (3) The representative of CSDR (employers) mentioned in his answer a major weakness of this programme, i.e. the limited number of companies that have participated in the activities of the plan of action due to the reduced level of affiliation to the light industry employers’ federation. All representatives of trade unions recognized the international dimensions of the issues they have to deal with in the post-MFA environment and the necessity of developing new mechanisms and approaches with the support of the ILO. Trade unions should be associated with national and international collaborative initiatives to promote fair globalization in the TCF industries.
- (4) Comments from the Philippines suggest that more support is needed for the social partners to develop a broader view and also consider the more challenging issues associated with the Decent Work Agenda. Recommendations include studies to identify best practices and set benchmarks, study tours to countries more advanced in the implementation of the Decent Work Agenda, and conferences and workshops. Some respondents propose that government should be more supportive to the activities provided for in the national plan of action.
- (5) Some responses reflect concern with measuring the impact of the programme. The respondents from Romania recommended establishing clear performance indicators for the national plan of action in order to enable measuring achievements against the objectives. Respondents in Morocco also proposed to assess the effectiveness of the programme in terms of disputes settled successfully, a reduction in the number of

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disputes, and a growth in the number and coverage of collective agreements. Some respondents suggest an in-depth evaluation of the programme to find out about its real impact in terms of improved competitiveness and capacity building among the partners involved.

- (6) It was also recommended to expand the approach of the action programme to cover other sectors.

## **2.6. A sectoral approach to HIV/AIDS in the workplace (a cross-sectoral action programme)**

### **2.6.1. Objectives**

The HIV/AIDS cross-sectoral action programme had the following objectives:

#### General objective

Based on the key principles of the ILO Code of practice on HIV/AIDS and the world of work, help to lessen the impact of HIV/AIDS on the concerned sector and its workforce by preventing the spread of HIV, combating discrimination and stigmatization of affected persons and provide them with appropriate care, treatment and support.

#### Specific objectives

- (1) development of sector-specific workplace policies; guidelines and manuals as well as awareness training programmes to strengthen the capacity of ILO constituents to address HIV/AIDS issues in the workplace in the following sectors: agriculture; education; health services; hotels, catering and tourism; mining; and transport
- (2) organization of tripartite workshops or seminars to validate the tools mentioned above at national or international (subregional) levels
- (3) publication in print and electronic forms of the validated tools and their widespread dissemination among sectoral ILO constituents

The Sectoral Steering Group decided at the outset of the programme that implementation would rely as far as possible on existing tripartite arrangements made earlier by ILO/AIDS or related programmes in the different sectors concerned.

### **2.6.2. Countries covered**

The following countries were to participate in the programme initially:

<i>Agriculture:</i>		Kenya
<i>Education:</i>	Caribbean:	Barbados, Belize, Guyana, Jamaica, Trinidad and Tobago
	Southern Africa:	Botswana, Lesotho, Mozambique, Namibia, South Africa, Swaziland, Zambia
<i>Health Services:</i>		International
<i>Hotels, Catering and Tourism:</i>		Argentina, Egypt, Fiji

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*Mining:*

India, Zambia

*Transport:*

India, South Africa

### **2.6.3. Sources of information**

The evaluation reflects appreciation of activities, outcomes and impact by the sectoral specialists concerned who took into account the views of constituents at country level where possible.

### **2.6.4. Summary of findings**

- (1) Development and adoption of a tool in half of the sectors engaged in the programme

The indicator was successfully developed and adopted in three of the six sectors: education; health services; and transport. Details by sector are set out below. A new tool was not developed or adapted for the mining industry, but an existing set of guidelines developed for the industry was utilized to meet the second and third objectives of the programme.

#### **Education**

Two HIV/AIDS Workplace Policy documents for the Education Sector were developed as model documents for national use in the Caribbean and in Southern Africa respectively in close association with ILO/AIDS, UNESCO and ILO constituents in accordance with the programme's second objective as noted below. They are based on the ILO Code of practice and reflect a rather holistic workplace approach as a complement to extensive efforts that are already being made in these subregions nationally and internationally to promote preventive education in schools, technical and vocational training sites and higher education institutions. The policies provide for the following: key principles to be followed by constituents and education stakeholders;; rights and responsibilities of education staff and students; employee-student relationships; advice on prevention, education, information and training; a supportive, safe and healthy work environment; testing, confidentiality and disclosure; employment, care, treatment and support; and disciplinary as well as grievance procedures. Both documents include an implementation checklist for use by constituents at national and institutional level.

#### **Health Services**

The ILO and WHO jointly developed the Guidelines on Health Services and HIV/AIDS at a Tripartite Meeting of Experts in April 2005, which were approved by the ILO Governing Body in June 2005. The Guidelines are for health service staff that not only administer normal health care but also provide services related to HIV/AIDS including complex anti-retroviral and other treatment. They cover staff training, prevention, minimizing of occupational risk, screening, treatment, confidentiality, and care and support of health care workers, taking into account that many are themselves infected. The Guidelines also address the essential role of social dialogue among governments, employers and workers in meeting challenges posed by the epidemic in the sector.

#### **Transport**

SECTOR developed in cooperation with ILO/AIDS a publication titled "Using the ILO Code of Practice on HIV/AIDS and the world of work: Guidelines for the transport sector." It focuses on road transport, with emphasis on international drivers, as the most

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seriously affected subsector. It is particularly designed to help ILO constituents in developing and implementing HIV/AIDS gender-sensitive policies through social dialogue.

## Mining

The Office did not attempt to develop a code of practice or other tool for the mining sector, since the International Finance Corporation had in 2004 prepared a similar publication. It is considered to be faithful to the ILO Code of practice and flexible as far as different practical and cultural issues are concerned. The Guide addresses emerging mining companies, trade unions, contractors, and service providers in Southern African mining communities, as well as larger companies with established HIV/AIDS programmes and their partners. It provides information, tools and case studies of good practices.

## Agriculture; Hotels, Catering and Tourism

No tool was produced or adapted for Agriculture and the Hotels, Catering and Tourism sector. In agriculture, preliminary discussions were undertaken with the Kenya Flower Council and the Kenya Plantation and Agricultural Workers Union (KPAWU) to develop workplace awareness-raising programmes, but were not carried forward to fruition. In hotels, catering and tourism, the sectoral action programme NSGs considered the issue of HIV/AIDS relevant but only in Argentina did the NSG have an initial information session on HIV/AIDS at the workplace by an ILO HIV/AIDS specialist who subsequently was transferred. In Egypt, the national plan of action addresses the issue as part of the occupational safety and health (OSH) concerns of the plan's working conditions section. Notably, prior to the action programme, the ILO had provided staff training for five-star hotels, using the training brochure on the subject produced by the International Hotel and Restaurant Association (IH&RA) and UNAIDS. A Spanish translation of the brochure had been made available to the IH&RA affiliates in Argentina but was not used within the action programme. In general, concerns expressed by the sector's stakeholders with the market image of tourism destinations suggest that more knowledge on HIV/AIDS in the workplace is badly needed in the sector.

### (2) Discussion and validation of the tools in tripartite forums in half of the sectors engaged in the action programme

The indicator was fully achieved in three sectors and partially in a fourth sector, as described below.

## Education

The Office organized jointly with UNESCO two major tripartite subregional workshops to vet the workplace policies in the sector: Kingston, Jamaica, 28-30 September 2005; and Maputo, Mozambique, 30 November-2 December 2005. In the Caribbean, five countries – Barbados, Belize, Guyana, Jamaica and Trinidad and Tobago – participated through representatives from Ministries of Education and Labour, employers' and teachers' organizations as well as from National AIDS Councils/Commissions. In Southern Africa, representatives from Ministries of Education and Labour, employers' and teachers' organizations from seven countries – Botswana, Lesotho, Mozambique, Namibia, South Africa, Swaziland and Zambia - participated as well as one National AIDS Council. Both workshops revised and approved the respective draft workplace policy for use by national and institutional level actors and adopted a statement on next steps to be followed by the

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various partners. Reports of their proceedings reflect national plan of action and strategies.<sup>22 23</sup>

### Health Services

In cooperation with WHO, the ILO organized the Tripartite Meeting of Experts to Develop Joint ILO/WHO Guidelines on Health Services and HIV/AIDS in Geneva, 19-21 April 2005. The meeting adopted the Guidelines mentioned above which were subsequently approved by the Governing Body in June 2005.

### Mining

In order to test in a different cultural context the Guide mentioned above which was prepared by the International Finance Corporation for Southern Africa, the ILO organized a workshop in India for doctors from three major coal producers with a workforce of over 400,000. They found the Guide could be a good basis for a programme in India. A tripartite workshop planned for a small mining company in Zambia was not realized due to technical factors and a lack of tripartite demand.

### Transport

A tripartite workshop in South Africa, November 2004, validated the Guidelines mentioned above. A tripartite workshop in India was planned but not carried out because the funds earmarked were spent on a Russian translation of the Guidelines for the Russian Federation to be used in 2006.

- (3) The tools published in print and electronic forms and widely disseminated among ILO constituents

The indicator has been largely achieved in three of the sectors as described below.

### Education

The Caribbean workplace policy developed in this programme was launched at a CARICOM Special Meeting of Ministers of Education and National AIDS Authorities on Education and HIV/AIDS in Port-of-Spain, Trinidad and Tobago, 9-10 June 2006. The Southern African workplace policy developed under the programme has equally been published. Both publications are available in print and electronic forms,<sup>24, 25</sup> and were distributed to the tripartite constituents, national AIDS bodies and regional as well as international organizations concerned with HIV/AIDS which are disseminating it in their context. The ILO Subregional Office is working on a promotional and implementation strategy in cooperation with the UNESCO Regional Office for the Caribbean; similar efforts are under way in Southern Africa.

<sup>22</sup> <http://www.ilo.org/public/english/dialogue/sector/papers/education/ed-hiv-carib-workshop.pdf>.

<sup>23</sup> Report forthcoming on the Sectoral Activities Programme web site.

<sup>24</sup> <http://www.ilo.org/public/english/dialogue/sector/papers/education/carib-ed-policy.pdf>.

<sup>25</sup> <http://www.ilo.org/public/english/dialogue/sector/papers/education/soafrica-hiv-ed-policy.pdf>.

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## Health Services

The Joint ILO/WHO Guidelines are available for dissemination, in addition to the English,<sup>26</sup> French and Spanish versions, in Arabic,<sup>27</sup> Bahasa Indonesia,<sup>28</sup> Chinese,<sup>29</sup> Russian,<sup>30</sup> Swahili and Vietnamese;<sup>31</sup> soon also in Thai. Both ILO and WHO have been distributing and promoting the Guidelines and appealed to existing networks for political and operational support. As an example of the response received, Public Services International has used them in a number of workshops for health care workers in Eastern Europe. A United States pharmaceutical company has promoted them through its representatives in Switzerland. A major dissemination launch for nurses and midwives is planned in Africa.

## Transport

The Guidelines developed in this programme have been published in English (already in their second printing),<sup>32</sup> French and Russian. A Spanish version is expected for the end of September 2006. More languages will follow. The guidelines are expected to induce a number of technical cooperation programmes. The ILO Subregional Office in Moscow is planning a related training programme for constituents in the Russian Federation in cooperation with ILO/AIDS and SECTOR.

### **2.6.5. Lessons learned**

- (1) The experiences of this programme suggest that the key to success lies in a strong partnership first within the ILO between SECTOR, ILO/AIDS and ILO subregional offices, second between the ILO and leading agencies committed to the issue such as WHO and UNESCO and others, and third, especially between the ILO and its tripartite constituents gathered in social dialogue. The effective use at the country and subregional level of the tools prepared in the programme will even more depend on such partnerships.
- (2) Strong partnerships in the initial phase have also been important to leverage the modest SECTOR allocations to attract additional resources. Although substantive extra-budgetary financing has yet to be attracted, the chances of reaching this goal are higher by virtue of the partnership approach developed so far. To this end, a strong implication of the ILO constituents in mobilizing additional resources would be an asset.
- (3) The key role of social dialogue and a strong tripartite or at least bipartite commitment to developing and using sector-specific HIV/AIDS tools has been highlighted negatively by the lack of success for some programme components and a rather

<sup>26</sup> <http://www.ilo.org/public/english/dialogue/sector/techmeet/tmehs05/guidelines.pdf>.

<sup>27</sup> <http://www.ilo.org/public/english/dialogue/sector/techmeet/tmehs05/guidelines-arabic.pdf>.

<sup>28</sup> <http://www.ilo.org/public/english/dialogue/sector/techmeet/tmehs05/guidelines-bahasa.pdf>.

<sup>29</sup> <http://www.ilo.org/public/english/dialogue/sector/techmeet/tmehs05/guidelines-chinese.pdf>.

<sup>30</sup> <http://www.ilo.org/public/english/dialogue/sector/techmeet/tmehs05/guidelines-russian.pdf>.

<sup>31</sup> <http://www.ilo.org/public/english/dialogue/sector/techmeet/tmehs05/guidelines-vietnamese.pdf>.

<sup>32</sup> <http://www.ilo.org/public/english/dialogue/sector/papers/transport/transp-hivguidlines.pdf>.

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limited success for others. Further development of this cross-sectoral programme, including in construction, will need to bear this in mind.

- (4) The ILO constituents may with priority wish to examine means of further supporting the ILO in undertaking the steps listed below.
  - (a) disseminate and promote the implementation of the education sector workplace policies on HIV/AIDS as well as the Guidelines both for the health service and transport sectors;
  - (b) pursue the developing of programmes for local needs on HIV/AIDS in the mining sector in India and Southern Africa;
  - (c) develop HIV/AIDS tools for the construction sector in accordance with the decision of the Governing Body to extend the cross-sectoral programme to include construction.

## **2.7. Financial services action programme: Promoting best practices in outsourcing and work relocation**

### **2.7.1. Introduction**

The action programme in the financial services sector was not evaluated as it did not reach the stage of convening national steering groups as the necessary consensus among the ILO constituents in pairs of countries could not be reached. At an advanced stage in the biennium, the programme was replaced by a regional tripartite meeting on the same topic. Below is a short description of the events as well as some lessons learned.

### **2.7.2. Objectives**

The action programme had two objectives:

- (1) greater recognition in participating member States of the effectiveness of social dialogue as a tool to help in the distribution of economic and social gains and costs of offshore outsourcing and work relocation in financial services;
- (2) sectoral tripartite constituents develop and adopt consensus-based measures to address the social dimensions of offshore outsourcing and work relocation in source and destination countries.

The action programme aimed at promoting a consensus at both national and international levels, in source and destination countries, on ways to reconcile the interests of different stakeholders on offshore outsourcing and work relocation. It emphasized a coherent constituent-driven approach to ensure ownership and long-term sustainability. Activities foreseen included research on the scale and rate of growth of financial services outsourcing in different countries; determining the fundamental enterprise considerations in the offshoring of financial services; the critical competitive factors in capturing offshore outsourcing market share; identifying the opportunities, benefits, costs, constraints and pitfalls related to offshore work relocation, and different approaches to managing the human resource effects of offshore outsourcing across the job migration trajectory. Core programme activities would also include documentation of socially responsible work relocation practices by enterprises in different countries and the development of model procedures incorporating decent work principles in offshore-related enterprise

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restructuring. Research findings would be discussed in national or subregional workshops to promote consensus on the appropriate approaches to offshore outsourcing with a view to establishing national or subregional plan of action on the subject.

### **2.7.3. Country selection**

The criteria for country selection included the importance of a given country as a source or destination in offshore outsourcing and job relocation and the identification of a member State with which the country could be paired in accordance with the work migration trajectory. In February 2004 a planning meeting was organized in Geneva with regional coordinators of the Government Group and the Employers' and Workers' secretariats of the Governing Body to agree on the action programme's strategy and implementation modalities and to short-list countries for participation in pilot activities. The following pairs of source and destination countries were proposed as preliminary choices: France-Mauritius; Spain-Argentina; Sweden-Estonia; and the United Kingdom with India. Although most Governments expressed interest in the programme, subsequent consultations with all the constituents in the countries concerned often showed insufficient tripartite consensus to proceed with programme activities in those countries. Some Governments expressed interest in a programme on offshore outsourcing in general but not necessarily in the financial services sector. In the case of India, by far the largest destination for work relocation in the sector, the theme cuts across several government departments and falls within both central and state government areas of responsibility. As a result, the internal government consultation processes needed so much lead-time before the action programme could be started that it became apparent it might not be possible to initiate implementation within the biennium.

### **2.7.4. Tripartite regional seminar**

In further consultations with constituents, it was therefore agreed that, in lieu of the action programme, a tripartite seminar be organized to promote social dialogue on offshore outsourcing. The seminar was held in New Delhi, India, in November 2005 and brought together participants from countries in the Asia and Pacific region with substantial offshore processing activities including India, Indonesia, New Zealand, the Philippines, Sri Lanka, Thailand, Viet Nam and the United Kingdom.

The seminar made recommendations on several human resource aspects of global sourcing: managing of the employment impacts on the financial services industry and its workers in source and destination countries; ways to safeguard labour-management relations and enterprise competitiveness in source countries; the timing of worker information and consultation; the critical role of social dialogue and of ILO instruments in promoting harmonious industrial relations; the roles of public authorities and social partners in ensuring the continuing health of financial services and sectoral industrial relations; and further research on the subject. It recognized that global sourcing could result in shifting of net employment between source and destination locations, generally with losses in the former and gains in the latter, but that jobs could also be generated in the source country as a result of increased enterprise profitability and investment. It called for efforts to be made to explore alternatives to termination in case of job losses. It urged governments, employers and workers' organizations to harness social dialogue to ensure workers' employment security through skills enhancement, life-long learning and active labour market policies to support adjustment. Training and retraining should be enhanced to address job displacement, providing skills that are properly aligned to the requirements of the labour market and accessible to all. The seminar also recommended exploring innovative approaches to training and the financing of training activities.

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### **2.7.5. Lessons learned**

- (1) The action programme was intended to help constituents develop strategies to respond to the highly topical issues of offshore outsourcing, global work relocation and the intertwined growth in labour market globalisation. The very nature of these processes and their differentiated impacts across the work migration trajectory require coordinated solutions, hence the proposed pairing of participating countries. However, it stumbled on the country self-selection requirement as well as the need to ensure tripartite interest and commitment among the six partners that formed each pair.
- (2) The need for exhaustive internal consultations among different government departments in some countries as a prelude to deciding on whether to sign up with the action programme also meant that implementation ran the risk of failing to be completed within the ILO biennial programme and budget cycle.
- (3) In retrospect, it appears that a tripartite sectoral meeting might have been a more appropriate means of action to address the above issues as it would have generated a broader discussion resulting in recommendations on the way forward.
- (4) Finally, reflecting the pertinence of the subject matter, some governments indicated their willingness to financially support their tripartite participation in the action programme. The Government of the United Kingdom did indeed fund the participation of the country's worker delegate in the seminar in New Delhi.

## **3. Conclusions**

### **3.1. Highlights**

Three basic evaluation indicators were applied to all action programmes (except the one on HIV/AIDS), even if the wording of the related questions sent to the ILO constituents varied from one programme to another. These indicators concern: (1) the functioning of social dialogue at the sectoral level; (2) the development of national plans of action or equivalent documents; and (3) impact and sustainability. This section contains an analytical overview of the evaluation under the three common indicators.

#### **3.1.1. Functioning of sectoral social dialogue**

- (1) All action programmes in all countries with sustained participation generated or strengthened tripartism and sectoral social dialogue through the establishment of national steering groups (NSGs) or strengthened existing tripartite bodies, even if the institutional form and the degree of commitment to the process varied from programme to programme and country to country.
- (2) In the light of the most common definition of social dialogue, which includes negotiation, consultation or simply exchange of information between representatives of governments, employers and workers or between the social partners only, the programmes contributed markedly to the fulfilment of the relevant ILO strategic objective, which calls for strengthening tripartism and social dialogue to improve working and living conditions in specific sectors. While the objectives of the APs varied, the strengthening of social dialogue at sectoral level was a goal in itself as well as a means to achieving the other objectives.

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- (3) It was generally appreciated as a contribution of the action programmes that the specialized ministry or state secretary for a specific sector represented the government in addition to the ministry of labour. Although the involvement of participants unfamiliar with tripartism was something requiring additional explanations and discussion, it was highly appreciated by the sectoral social partners and the ministry of labour, as it provided a welcome opportunity for an exchange of views on social and economic issues related to the sector concerned.
  - (4) Other agencies such as stakeholder associations or training institutions also were invited by the ILO constituents to participate in the NSGs, e.g. parent-teacher associations in the education programme, or training institutions in the case of tourism in Fiji. It also occurred that the NSG of an action programme provided a new and welcome opportunity for employers' or workers' organizations of different philosophies or representing different subsectors to cooperate, which in turn had a positive impact on the overall quality of social dialogue.
  - (5) Doubts arose, however, about the prospects of making the social dialogue in NSGs sustainable and relevant beyond the life span of the action programmes. Reports from the NSGs in the education action programme, for example, show that they met regularly and with high levels of participation – at least during the life of the AP – as national forums for generating information and exchanging views. However, the level of social dialogue did not necessarily extend beyond the functioning of these NSGs.
  - (6) Even in some countries where social dialogue was more or less habitual at a general level, the creation of permanent sectoral social dialogue mechanisms with prospects to last was a novelty. The respondents mentioned two features as being important in this context: first, the participation of the specialized government agencies such as the ministries of agriculture, construction (or similar), education, tourism or industry. Second, the social partners were represented by sectoral employers' and workers' organizations where these existed. In the case of Egypt, for example, the national steering group gave the sectoral ILO constituents an opportunity to develop a consensus and speak with one voice on the subject of the funding of training for specific sectoral needs.

### **3.1.2. National plans of action**

- (1) As the action programmes differ in many ways, the national plans of action also took different forms. Typically, they were based on a more or less voluminous baseline report on the situation of the sector in the country with special regard to the programme theme and included proposals for action. These reports were adopted by the NSGs as national plans reflecting their priorities for action. In some cases the plan of action was given the form of a project proposal both to inform potential donors of the features of the programme and to facilitate its implementation.
- (2) In the agriculture action programme, three of the participating countries with national level activities (Barbados, Kyrgyzstan and Moldova) either adopted or undertook preparations to adopt national plans of action or national policies related to OSH. In addition, enterprise-level training activities were carried out on the basis of action plans drawn up by tripartite national safety councils in Costa Rica and Guatemala.
- (3) In the construction action programme, plans of action were adopted in four countries (Brazil, Egypt, Ghana and the United Republic of Tanzania), with India adopting a document containing elements of a plan, but also containing an analysis of the problem and proposals on how to address them.

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- (4) In the education action programme, the NSGs of eight countries produced national assessment reports on the programme theme and recommendations on policies and actions. One more is in draft form and preparatory work was done in another country. All responding countries “fully agreed” that producing a national assessment not only helped to understand the issues and challenges involved, but also pointed to gaps or areas for improvement. In addition, Chile produced a study with projections on the supply and demand of teachers, Mauritius measured the level of teacher satisfaction with working conditions, and Niger measured stakeholder appreciation of the education system. Mauritius responded that the report could be considered as a “master plan” for developing the teaching profession.
  - (5) In the hotels, catering and tourism action programme, the NSG in Egypt adopted a plan of action, which also took the form of a project document, while in Fiji, the Office developed a plan of action after discussions in the group. In Argentina, the respondents considered the various decisions taken by the NSG and documented in the records to be equivalent to a national plan of action.
  - (6) Each of the three countries participating in the textiles, clothing and footwear action programme adopted a national plan of action, with more detailed provisions in Romania and Morocco. Morocco had the advantage of already having a national plan of action adopted by the tripartite constituents under the Decent Work Pilot Programme, and also obtaining financial support from Spain since July 2005. In the Philippines, although all parties supported the national plan of action there was limited consensus on whether decent work was equally advantageous for all parties.
  - (7) The national plans of action or similar documents were generally immediately followed by the implementation of some items in the plan, or, were even adopted after some work had already been implemented. However, it is difficult to summarize the degree of implementation of the national plans of action due to the broad variety of programmes in the different participating countries.
  - (8) There is a whole range of perceptions of what the national plan of action meant to the respondents. Some saw it as action comprising the establishment of the national steering group and its social dialogue process, which they consequently considered to be part of the plan’s implementation. In general, however, a clear distinction was made between setting up the social dialogue mechanism and implementing activities that would have an impact on working and living conditions in the sector, as provided for by the ILO strategic objective. Some action programmes in some countries went a long way in activities that would bring about change, but even the process of generating social dialogue and designing such activities in a tripartite setting was appreciated as an important and demanding endeavour that generally led to satisfying results. It is obvious also, with the exception of the action programme in agriculture, that most of the result-oriented activities could only be implemented with additional financial support.

### **3.1.3. Impact and sustainability**

- (1) The responses to the evaluation questionnaires showed that it was too early to measure the full impact of the action programmes. Although some respondents highlighted the mere establishment of the NSGs as a sectoral social dialogue mechanism with its immediate benefits as a positive impact, others felt that an impact should be more than the step-by-step achievement of the specific objectives or results in the course of the implementation of an action programme. To have impact, the outcome of an action programme would have to have repercussions outside the programme’s immediate environment.

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- (2) Because of the nature of impact as defined above, an impact does not always have a visible causal relationship with the action programme functioning in the same field, but can still to some extent be attributed to the programme, even if not exclusively. This is the case of the textile and clothing programme, which – in the context of a changing global market situation – significantly contributed to creating a favourable climate in the industry with regard to the ILO Decent Work Agenda. In agriculture, a number of legislative or similar changes that occurred in participating countries in the field of occupational safety and health were seen to have some connection with the action programme. They include the integration of agriculture in the Safety and Health at Work Act in Barbados and Uganda or the ratification of Convention No. 184 in Kyrgyzstan. A rather direct impact was also attributed to the development of labour statistics in tourism, as they help the public develop better tourism-related policies immediately. Similarly, all training measures such as under the action programmes in agriculture or construction generate an immediate impact on the people benefiting from the training.
  - (3) In most action programmes, however, it was considered that the full impact was still to come. Some action programmes were therefore evaluated in relation to an indicator reflecting the ILO constituents' expectations regarding future impact (construction, hotels and tourism, and textiles and clothing). The constituents involved in the construction programme in the United Republic of Tanzania expected changes in policies and regulations in the future; in Ghana they expected significant changes in terms of employment creation and training. All respondents on the action programme in hotels and tourism expressed their expectations of future social and economic benefits. In Argentina, they specified that increased awareness of the challenges of the sector among the tripartite partners would lead to such benefits, on condition that the action programme would continue. In more concrete terms they expected a decrease in the proportion of informal work, and improved quality of services through enhanced skills and better workers' health and income. The Egyptian respondents expected additional results such as a reduction of youth unemployment through increased employment opportunities in tourism, higher competitiveness of the sector on foreign markets, and encouragement of investments in the sector.
  - (4) Respondents on education felt that the designing of policy options through the action programme helped them to decide on future action. The action programme also influenced collective bargaining, as in Bulgaria.
  - (5) The institutional sustainability of NSGs remains to be seen in most cases. Where NSGs are very active, however, like the NSGs both on construction and on hotels and tourism in Egypt, it is difficult to imagine that they will stop before the action programmes have generated the anticipated impact. In some cases, the NSG or its responsibilities were integrated in previous permanent bodies such as national safety and health councils (agriculture) or the Brazilian Permanent National Committee of Conditions on Health, Safety and the Environment of Labour in Construction. There are good prospects for the sustainability of the action programmes where they are or will be run by tripartite committees under the ILO Decent Work Country Programmes. The sectoral approach has been or is being given a privileged position in a number of DWCPs, such as in Morocco (textiles and clothing) and soon in Egypt (construction, hotels and tourism, textiles and clothing).
  - (6) The decentralized expansion of the construction action programme in Ghana at the district level is certainly a good sign, even more so as it is linked to the ILO Decent Work Pilot Programme. Similarly, the replication of an action programme in other countries or at subregional level will ensure that more use will be made of the efforts invested in the programme so far, even if not necessarily in all countries participating initially.

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## 3.2. Lessons learned

### 3.2.1. Planning

- (1) A distinction was made between the supply-driven approach, based on proposals made by sectoral specialists and/or by the constituents at the international level, and the demand-driven approach based on requests put forward by national constituents. In general, it was perceived that the demand-driven rather than the supply-driven programmes had a greater likelihood of success.
- (2) Likewise, the selection of countries for participation in an action programme should be based on requests from national-level ILO constituents who in this way would show their commitment to the programme from the outset. Ideally, the same partners would be directly involved in carrying out the proposed programme of activities.
- (3) The ILO constituents at national level needed more information at an early stage of their involvement in an action programme, in particular about their roles and responsibilities. It would be easier for them to map out their own commitments the earlier and the more comprehensively they were informed of the proposal.
- (4) For the pilot phase of an action programme, the number of participating countries should be limited in view of the modest resources. In the case of the programme in education, however, it was appropriate to invite a large number of countries in order to develop policies simultaneously and create subregional networks.
- (5) The action programme proposals need to be methodical and focused on issues where the ILO is more competent, rather than on others. An extensive, multi-thematic framework was difficult to manage, whereas it was felt that the selection of a rather focused theme was a condition for better planning and implementation at the country level. The selection of major themes also increased the potential for collaboration between the international and the national social partners.
- (6) The proposed topics for action programmes should, where appropriate, reflect the outcomes of prior tripartite sectoral meetings in order to maintain consistency between the discussions held at international level and the country-oriented action programmes. Action programmes should to the extent possible serve as follow-up to such meetings. In some sectors, there was an immediate link between tripartite meetings and the design of the action programmes. This was the case with the programme on hotels and tourism, which was discussed at the Tripartite Regional Meeting on Employment in the Tourism Industry for Asia and the Pacific, Bangkok, 15-17 September 2003, and the action programme in the financial services sector whose design drew on the Tripartite Regional Seminar on Promoting Social Dialogue on Financial Services Restructuring in Latin America, Buenos Aires, 12-14 August 2003. In the textiles and clothing sector the outcome of the more recent Tripartite Meeting on Promoting Fair Globalization in Textiles and Clothing in a Post-MFA Environment, Geneva, 24-26 October 2005 was taken into account at the implementation of the action programme.
- (7) Action programmes, as a new feature within the ILO's programme planning procedure, need more attention. In general, the sectoral approach could work better at the field level if communication was strengthened at the planning stages. It is hoped that the new Strategic Management Module (SMM) will help in the future. This time, however, the ILO subregional offices already had their work plans prepared and their human resources committed in the course of the Programme and Budget exercise long before they learned about the action programmes to be implemented in one or more of

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the countries they covered. Most field offices therefore had constrained human resources at the outset of activities, but many made genuine efforts to provide support. Office Directors designated officials as focal points who did their best in spite of limited time and resources available. In the action programme in agriculture, however, OSH specialists in field offices were involved from the start in conveying requests from national constituents and in the planning and implementation of activities.

- (8) Linking an action programme to another ILO activity at country level created valuable synergies. In turn, Decent Work Pilot Programmes gained much from the added emphasis on the sectoral approach and the pronounced focus on social dialogue of action programmes. Prospects for such cooperation should be taken into account early in the joint planning for sectoral action programmes. Existing Government projects, with or without ILO cooperation, as well as possibilities of inter-agency collaboration should equally be considered. Teaming up with other international agencies was considered to improve the chances of a programme's sustainability.
- (9) Two action programmes (agriculture and hotels and tourism) gained added value through activities at the subregional level which were judged strong points of the programmes increasing their impact. The extension of action programmes to the subregional or regional levels should, however, already be considered at the planning stage as was done in education.

### **3.2.2. Implementation**

- (1) Some respondents suggested that the national plans of action should contain clear performance indicators. Progress made with each action programme should be reported periodically as far as possible. Reporting on national steering groups' sessions was not always done even in otherwise successful action programmes. Regular reporting, even where it was done in a modest form, allowed the Office to keep track of the ILO constituents' views on whether and how their needs were being met.
- (2) Collaboration with ILO subregional offices was seen as crucial in implementation as it strengthened the resource base, both in terms of administrative support, technically and sometimes also financially. Even where Subregional Offices were less active, Geneva-based sectoral specialists could not replace them in relation to a number of necessary steps. Whereas it is possible and desirable for sectoral specialists to communicate with the ILO constituents at country level, initiate activities, monitor and coordinate them, mobilize the support of other headquarters units as well as ensure reporting at Headquarters, it is none the less imperative to involve the field structure, since colleagues in local offices are essential to creating momentum upstream and guaranteeing sustained implementation at the country level.
- (3) It was considered important to have a good estimate from the outset of the human resources needed in terms of workload in the ILO subregional offices involved. The burden for staff tended to be notoriously under-estimated.
- (4) Cooperation with ILO units at Headquarters was strongest for the action programme in agriculture, but most programmes involved technical units for the implementation of the national plans of action such as on skills development for construction or tourism.
- (5) Implementation of the action programmes within the two-year budgetary cycle had proven difficult in many cases, as certain deliverables were inevitably delayed. In

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cases where an impact on legislation or in terms of institutional changes was expected, a two-year period would rarely suffice to develop the necessary consensus among the tripartite partners directly involved let alone at ministerial and parliamentary level.

- (6) Flexibility was needed in order to adapt to political events, changing circumstances, and the ebbs and flows of constituents' other commitments. Social dialogue processes require considerable time. In action programmes that engaged government authorities other than the ministries of labour, a certain initiation of these partners to tripartism and social dialogue processes was needed. Tackling challenges such as the turnover of key players, delays, or time constraints needed to be factored into the short cycle. Expectations regarding the smooth implementation of action programmes should be adjusted in view of such circumstances.

### **3.2.3. Pre-existing tripartite bodies**

- (1) For a number of action programmes, it was not necessary to create a new body for sectoral social dialogue, but the ILO constituents entrusted the task of running the action programmes to bodies that already existed and where they were represented, such as the steering committees of Decent Work Pilot Programmes (Ghana, Morocco). In Brazil the tripartite Permanent National Committee of Conditions on Health, Safety and the Environment of Labour in the Construction Industry incorporated the action programme on construction in its regular activities. In the Philippines, the Clothing and Textile Industry Tripartite Council, which was dormant before, was reactivated to run the action programme. Such synergies should be pursued wherever possible. Care should be taken, however, that the implementation of the action programme is not hampered by a structure created for a different purpose.
- (2) Not all of the previously existing bodies were sectoral or geared towards the objectives of the action programme before. But to those that were not, like the national steering group for the ILO Decent Work Pilot Programme in Ghana, the sectoral dimension was added successfully. Another example was the inclusion of the Ministry of Agriculture in the National Advisory Committee on Occupational Safety and Health in Barbados.
- (3) In some cases (agriculture and construction), the action programme worked to extend social dialogue to the provincial, local or enterprise level in order to ensure more direct impact. The potential of including social dialogue at different decision-making levels should be considered in the implementation of action programmes. Such expansions should be considered strategically at the planning stage and resources earmarked accordingly.

### **3.2.4. Focus on priorities**

- (1) Thanks to the successful functioning of sectoral tripartite social dialogue in the national steering groups of most participating countries, each action programme was focussed on one or two major subjects as consensual priorities which seem to be streamlining the tripartite effort effectively. In the action programme on education, for example, there was a strong consensus on the purpose of developing an agenda for reform of the education sector through the improvement of the status and working conditions of teachers. The programme in agriculture was strongly focused on occupational safety and health, while the programme in tourism concentrated on human resources development in all participating countries. In other programmes, the agenda was broader, like in construction and in textiles and clothing. In the textiles

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and clothing programme, however, one overriding purpose was strongly defined so as to improve the industry's international competitiveness in view of the new global market situation.

- (2) At the same time, some of the action programmes also provided a welcome framework to advance sectoral issues that would otherwise not have been promoted by the competent actors with enough priority, either due to their thematic specificity or to their difficulty involved. This was the case for the labour statistics methodology for tourism or the area of formalizing the informal economy in the construction sector.

### **3.2.5. Cooperation with other international organizations**

Important synergies at the sectoral level were developed with other UN agencies. The Office has been cooperating all along with UNESCO on education, the UN World Tourism Organization (UNWTO) on labour statistics in tourism, and WHO on Guidelines to deal with HIV/AIDS at the workplace in the health services sector.

### **3.2.6. Resources**

- (1) The implementation of the programme with a very limited budget proved to be quite challenging. The resources were hardly sufficient to support the process of social dialogue itself through meetings and workshops and the preparation of a national plan of action. These activities often entailed costs for participants' travel, consultants, missions, translations, and other expenses. The funding that remained for impact-oriented activities was reduced accordingly. The ILO two-year budget cycle sometimes created artificial constraints for the national constituents because of the deadline for completion of activities by the end of the biennium and uncertainty as to whether further funding would be available. Certain components of the programmes, especially the dissemination of new tools or the development of policies, would need to continue beyond the cycle in order to secure impact. The social dialogue process itself often requires a longer time frame than the two-year period initially envisaged for this first generation of programmes.
- (2) When the action programmes were launched, they raised an expectation that regular budget funding might continue beyond the initial period. Flexibility in redirecting ILO resources from one country to another was therefore required in some cases as programmes progressed. When it became clear that continued funding would be more modest than expected, the commitment of ILO constituents at the country level seemed to vary according to the programme's prospects to attract more funding. However, not all action programmes match up with donors' priorities.
- (3) It has been suggested that the ILO consider assisting member States more comprehensively in the framework of decent work country programmes by strengthening their sectoral approach. Countries may require continued support in building on initial results, so as to sustain the social dialogue process and to achieve impact.