




International  
Labour  
Organization

Evaluation  
Office

► Strategy and policy (2023)

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- A close-up photograph of two young girls. The girl in the foreground is looking directly at the camera with a slight smile. She has dark hair and is wearing a colorful, patterned garment. The girl in the background is slightly out of focus, also looking towards the camera. The image is overlaid with a purple geometric pattern in the bottom right corner.
- Independent high-level evaluation of ILO's strategies and action on fundamental principles and rights at work, 2018–23

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- ▶ **Independent high-level evaluation of ILO's strategies and action on fundamental principles and rights at work, 2018–23**



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## ABBREVIATIONS AND ACRONYMS

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<b>CAS</b>	Committee on the Application of Standards
<b>CEACR</b>	Committee of Experts on the Application of Conventions and Recommendations
<b>CFA</b>	Committee on the Freedom of Association
<b>CL</b>	Child labour
<b>CO</b>	Country office
<b>CPO</b>	Country programme outcome
<b>DWCP</b>	Decent Work Country Programme
<b>DWT</b>	Decent Work Team
<b>EU</b>	European Union
<b>EVAL</b>	ILO Evaluation Office
<b>EPIC</b>	Equal Pay International Coalition
<b>FACB</b>	Freedom of association and collective bargaining
<b>FL</b>	Forced labour
<b>FPRW</b>	Fundamental principles and rights at work
<b>GB</b>	Governing Body
<b>GEDI</b>	Gender, Equality, Diversity and Inclusion Branch
<b>GSC</b>	Global supply chain
<b>GSP+</b>	Generalized System of Preferences Plus
<b>HLE</b>	High-level Evaluation
<b>IFI</b>	International Finance Institution
<b>ILC</b>	International Labour Conference
<b>ILO</b>	International Labour Organization
<b>ILS</b>	International labour standards
<b>IOE</b>	International Organization of Employers
<b>IOM</b>	International Organization on Migration
<b>ITCILO</b>	International Training Center of the ILO
<b>ITUC</b>	International Trade Union Confederation
<b>M&amp;E</b>	Monitoring and evaluation
<b>NORMLEX</b>	ILO Information system on International Labour Standards
<b>OECD</b>	Organization of Economic Co-operation and Development
<b>OSH</b>	Occupational safety and health
<b>P&amp;B</b>	Programme & budget

<b>RO</b>	Regional office
<b>SDG</b>	Sustainable Development Goal
<b>TA</b>	Technical assistance
<b>TOC</b>	Theory of change
<b>TOR</b>	Terms of reference
<b>UN</b>	United Nations
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNICEF</b>	United Nations Children's Programme
<b>UNSDCF</b>	United Nations Sustainable Development Country Framework
<b>WFCL</b>	Worst Forms of Child Labour



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# Executive Summary





## EXECUTIVE SUMMARY

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### PURPOSE AND SCOPE

This HLE examines the relevance, coherence, effectiveness, efficiency, sustainability and emerging impact of the ILO's strategies and actions on Fundamental Principles and Rights at Work (FPRW) between 2018 and early 2023. The evaluation assessed how the ILO integrated FPRW-related objectives into its strategic and programme frameworks, the extent to which it achieved planned results, how the results were achieved, as well as the contextual factors that affected outcomes. The findings of the evaluation are intended to inform the next recurrent discussion on FPRW, which will take place during the 112th Session of the International Labour Conference in June 2024. The HLE was based on a synthesis review of 33 relevant project evaluation reports, 188 in-depth interviews, and a survey of national constituents and ILO staff. The team selected six countries for in-depth data collection interviews, many of which were conducted in-country through face-to-face interviews, and carried out three in-depth thematic studies.<sup>1</sup>

### KEY FINDINGS BY EVALUATION CRITERIA

#### Relevance

##### KEY FINDING 1

The ILO's country level strategies and actions involved constituents in defining priorities for ILO support, which is reflected in their generally high levels of satisfaction with ILO FPRW programmes. However, FPRW programmes were often driven by external reputational, trade and investment concerns; while these programme drivers often aligned national and donor interests, and facilitated relatively strong political buy-in from national leaders, other equally or more significant FPRW gaps (in sectors not subject to international trade considerations) were not addressed.

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##### KEY FINDING 2

Contrary to the priorities expressed by the ILC 2017 Framework for action for the effective and universal respect, promotion and realization of fundamental principles and rights at work 2017–23, the ILO did not significantly update its strategies or scale up its freedom of association and collective bargaining promotional and development cooperation activities during the evaluation period, even though these are important enabling rights.

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##### KEY FINDING 3

The ILO produced a large volume of FPRW research, guidance notes and tools during the evaluation period, which helped ground policy and decision-making at various levels in evidence and international good practice.

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##### KEY FINDING 4

The ILO contributed to helping its constituents and others understand and, in some cases, find negotiated solutions to deal with the negative impact of COVID-19 on fundamental labour rights. Many key informants, however, highlighted that respect for FPRW declined during the pandemic, notwithstanding the large number of ILO guidance materials.

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<sup>1</sup> These countries were Côte d'Ivoire, Egypt, Guatemala, Kenya, Peru and Viet Nam. The evaluation examines three additional countries – Bangladesh, Qatar and Uzbekistan – through a more limited document review. The HLE also looks at three thematic areas: ILO promotion of and contributions to core Convention ratifications in 2018–23; ILO action on Committee on the Application of Standards (CAS) recommendations for follow-up by the Office in 2018–23; and fundamental principles and rights at work integration into decent work country programmes (DWCPs) in 2018–23.

The ILO seized opportunities for high-impact programming to address challenges to FPRW, often working on high-profile matters where partners' interests aligned, leading to strong political will and greater resources for its interventions. Nevertheless, reinforcing its efforts to promote freedom of association and collective bargaining as a critical enabling right was an important ILC priority that the ILO largely failed to address. In contrast, the Office's volume of relevant research and knowledge-sharing activities on FPRW were priority areas in which the ILO excelled. Similarly, the ILO's assistance to meet tripartite constituents' needs emerging from the COVID-19 pandemic showed adaptiveness and helped constituents understand and address pandemic consequences in terms of fundamental labour rights.

## Coherence

### KEY FINDING 5

ILO strategic frameworks consistently articulate the importance of the FPRW. Although these objectives partially carry through to the Programme and Budget (P&B), gaps in the results framework and related indicators made some objectives less visible, such as forced labour, freedom of association, and others which are hard to measure. At the country level, the ILO's efforts to reinforce how constituents understand and incorporate FPRW within Decent Work Country Programmes (DWCPs) were largely successful, with significant improvements since the last HLE FPRW evaluation.

### KEY FINDING 6

Institutional mandates and technical expertise on FPRW are spread widely across the ILO, with many sections or units having overlapping and complementary mandates. Inconsistent with its role leading promotional efforts in relation to all FPRW, the Fundamental Principles and Rights at Work Branch (FUNDAMENTALS) remained focused mainly on child labour and forced labour. Internal and external constraints contributed to the Branch's limited progress diversifying its portfolio of activities.

### KEY FINDING 7

Even though FUNDAMENTALS' integrated strategy on FPRW (2017–23) articulated a comprehensive theory of change, milestones and expected results, it was not widely utilized as a road map for action, monitored or evaluated. The actual impact of the strategy on levels of integration within its own portfolio and across other technical branches was limited. While ILO programmes frequently addressed child labour and forced labour together, the strategy led only to a few projects that integrated all aspects of FPRW.

### KEY FINDING 8

The International Labour Standards Department (NORMES) and other technical branches frequently use short-term technical assistance to follow up on supervisory body observations. Albeit less consistently, ILO staff considered observations from the Committee of Experts on the Application of Conventions and Recommendations (CEACR) in designing larger and more holistic development cooperation programmes. Nevertheless, with relatively few but noteworthy exceptions, normative supervision is seldom the main driver of long-term and relatively more comprehensive development cooperation activities.

By not fully engaging other parts of the Office in its design, or fully operationalizing and monitoring its 2017–23 integrated strategy on FPRW, FUNDAMENTALS missed an opportunity to lead the Office in a strategically important effort to promote and capitalize on the synergies between the different fundamental principles and rights in the ILO's development cooperation programmes.

Implementing and monitoring the strategy might have pushed the Office to find more systematic solutions to human resources constraints and departmental silos, and more frequently led to joined-up, “one ILO” initiatives. Nevertheless, its experimentation with integrated approaches, even if on a small scale, produced useful lessons learned that may guide integration efforts going forward.

Despite the few and frequently mentioned examples of effective follow-up action on supervisory body comments, such as in relation to Myanmar, Qatar and Uzbekistan, the intersection between the ILO's supervisory body and development cooperation activities remained relatively narrow; cases were few where significant deficits in FPRW noted by the supervisory bodies led to large-scale, holistic development cooperation responses. Although Office responses to significant issues raised by the supervisory bodies might have produced reforms that indeed affected people's lives, the frequency with which they occurred, compared with the many cases identified by supervisory bodies of need for reform, is regrettable.

In all of the above, development cooperation programmes' significant dependence on donor priorities added to the already enormously difficult work of lining up different parts of a big, complex and geographically spread-out organization towards very challenging, high-level, cross-cutting objectives such as the promotion of FPRW.

## Effectiveness

### KEY FINDING 9

The ILO pursued universal ratification of fundamental Conventions using various means, provided tailored assistance and seized windows of opportunity, meeting or exceeding most targets.

### KEY FINDING 10

Few ILO projects addressed structural gaps in fundamental freedom of association and collective bargaining rights, even within the Office's social dialogue, workplace cooperation and industrial relations workstreams. Where they did, examples of positive outcomes include tripartite freedom of association and collective bargaining action plans and social dialogue forums, legal reforms, streamlined trade union registration processes and reinforced capacity in the judiciary.

### KEY FINDING 11

Among noteworthy results on gender equality and non-discrimination, the Office successfully extended the Equal Pay International Coalition and the Global Business Disability Network. Nevertheless, except in the area of equal opportunities for persons with disabilities and other persons in vulnerable situations, the Office struggled to achieve its P&B objectives, which it attributed to the emerging nature of some workstreams (such as the care economy) and because gender and inclusion reforms were relatively low-priority policy areas during the COVID-19 crisis period.

### KEY FINDING 12

The ILO contributed to many positive results towards the elimination of child labour and forced labour, an area where it continues to have relatively high volumes of activity. The Office strengthened policy frameworks and action plans, and expanded Alliance 8.7. In line with 2017 Framework for Action recommendations, it supported updating hazardous lists and supported communication and advocacy activities at various levels. Despite the previous activities, the Office missed many of its P&B targets in the 2020–21 biennium.

The evaluation highlighted various actions that produced positive results towards FPRW objectives. Progress towards the universal ratification of core labour standards during the evaluation period was impressive, thanks to effective and persistent promotional efforts and well-timed assistance when windows of opportunity for ratification opened. The ILO set ambitious Programme and Budget objectives to further gender equality and non-discrimination, which were possibly too ambitious for the time frame and nature of the requisite reforms, especially those promoting the care economy and pay equity reforms. Similarly, the measures of progress the ILO established to assess results towards the elimination of child labour and forced labour were too limited and omitted ILO contributions to advancing improving awareness; strengthening care and referral mechanisms; and linking the fight against child labour with social protection, social finance and other actions that address economic and social root causes.

## Efficiency

### KEY FINDING 13

ILO programmes on decent work in global supply chains and migration governance mainstreamed FPRW with fair recruitment and multinational enterprises declaration-related programmes being noteworthy examples. Child labour and social inclusion programmes also mainstreamed social protection, social finance, livelihood development and/or labour inspection strengthening in project intervention strategies. Otherwise, broad-based, holistic approaches, in which different departments agreed on ways to share resources strategically towards FPRW promotion, were not common.

### KEY FINDING 14

Although the ILO reported examples of important FPRW achieved with limited resources, overall insufficient funding, inadequate time and limited scale had a negative effect on Office efficiency. The Office generally established priorities based on its comparative advantage and where deficits in FPRW were most prevalent, but resource allocation was ultimately constrained by donor priorities, except in the case of the Office's relatively small Regular Budget Supplementary Account funding. The Organization faced human resources limitations that left gaps in its capacity in critical areas.

The Office effectively mainstreamed FPRW in a limited number of strategic workstreams. These examples – combating forced labour among migrant workers for fairer conditions, or tackling “root causes” of child labour, forced labour and economic exclusion with social protection and improved access to financial services – demonstrated the potential economies of scale and higher-level results of working strategically as “one ILO”. Mainstreaming and integration were noteworthy ways in which the ILO increased its impact, despite continuing resource constraints and its limited power to influence donor priorities.

## Sustainability

### KEY FINDING 15

The ILO enabled national constituents' participation in knowledge-sharing forums and training programmes designed to increase their understanding and expertise in FPRW in support of sustainability. Office technical assistance practices were frequently well-aligned with different institutional mandates and strengthened constituents' FPRW promotional strategies and practices. Workers' organizations' capacity-building included efforts relevant to freedom of association and collective bargaining to strengthen union organizing and collective bargaining in the informal and emerging economic sectors. For employers and their organizations, capacity-building focused on FPRW in the context of compliance and due diligence, and resulted in the expansion of business forums on FPRW, for example, the Child Labour Platform and the Global Business Network on Forced Labour. In many countries, ILO efforts improved labour inspectorate efficiency, and reinforced its FPRW awareness-raising and enforcement roles.

### KEY FINDING 16

In its FPRW-related projects, independent evaluators reported that the ILO often did not do enough to institutionalize intervention strategies, whether because of delayed achievement of planned activities, allocating insufficient time and resources, or by not developing an effective exit strategy. Moreover, the ILO faced many deeply embedded structural challenges connected to constraints faced by labour market institutions and the operating environment that diminished the effectiveness of its capacity-building efforts and the overall sustainability of results.

In the many countries where the ILO works, Office capacity-building programmes contributed effectively to empowering individuals and developing constituent institutions. In the context of its broader FPRW awareness-raising and legal and policy reforms, these efforts helped sustain constituents' and other key stakeholders' FPRW promotional activities in many countries. Given institutional challenges affecting national labour market institutions (such as insufficient resources, unequal power dynamics and inadequate incentives) and difficult enabling environments in many countries (such as shrinking civic space and enduring societal norms that permit discrimination and exclusion), constituent capacity-building requires long-term investments from the ILO. Moreover, there is ample scope for additional improvements in how well the ILO institutionalizes its support activities and designs, and delivers holistic capacity-building programmes that over time promote changes in people, institutions and society.

## Emerging impact

### KEY FINDING 17

Core labour standards are reflected in a growing number of international development, trade and investment frameworks, and legislation. FPRW are embedded in global policy documents, with labour rights increasingly being recognized as human rights by the United Nations (UN) and other multilateral institutions. The ILO has also been relatively successful at the country level in influencing the development of, and facilitating constituent involvement in, UN Sustainable Development Cooperation Frameworks.

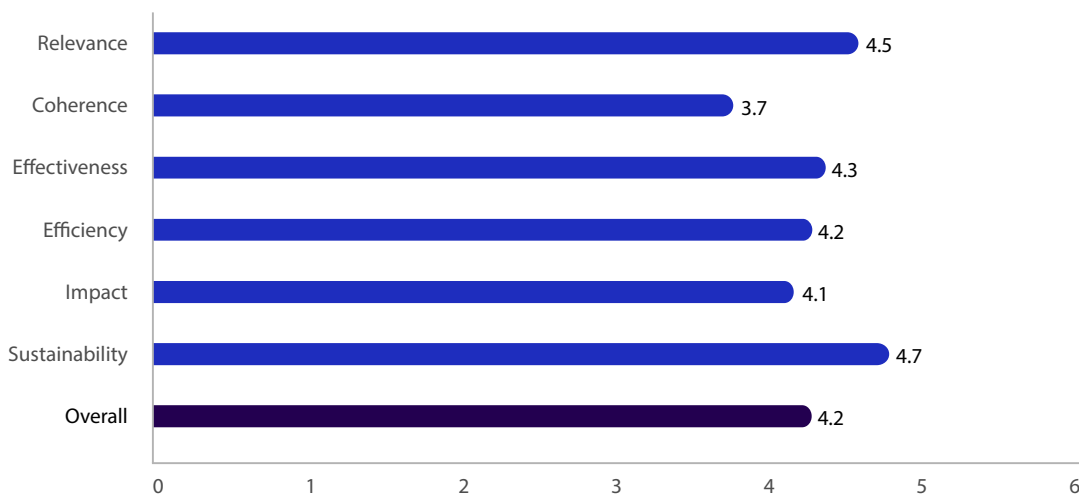
### KEY FINDING 18

The Office did not implement adequate monitoring and evaluation systems to determine the extent to which its interventions contributed to improved application of FPRW at the country and project levels. In terms of plausible impact, national constituents and project evaluations often cited improved knowledge and awareness, and strengthened policy and legal frameworks, as important ILO intervention outcomes with the potential to improve the application of the fundamental labour standards in the long run. Moreover, the ILO's supervisory bodies documented many specific examples of progress made by Member State during the evaluation period that were linked to ILO interventions.

The 1998 [ILO Declaration on Fundamental Principles and Rights at Work](#), already one of the most-cited ILO Declarations, continued to deepen its footprint in international development, trade, investment and human rights strategic frameworks during the evaluation period. This is a positive reflection of its relevance and potential to contribute meaningfully to sustainable development, as well as the successful promotion of the ILO.

## OVERALL ASSESSMENT

**FIGURE 1. OVERALL ASSESSMENT OF THE ILO'S STRATEGIES AND ACTIONS TO PROMOTE FUNDAMENTAL PRINCIPLES AND RIGHTS AT WORK, 2018–23**



Overall Assessment Ratings. Relevance: 4.5; Coherence and Design: 3.7; Effectiveness: 4.3; Efficiency: 4.2; Sustainability: 4.1; Impact: 4.7; Overall: 4.2

## CONCLUSIONS AND LESSONS LEARNED

The ILO tackled fundamental labour rights challenges effectively through impactful programming, when national and external interests aligned, leading to strong political will and increased resources. However, it neglected to prioritize freedom of association and collective bargaining as a critical enabling right, which remained inadequately addressed.

The ILO excelled in conducting research and knowledge-sharing on FPRW and adapted well during the COVID-19 pandemic, assisting tripartite constituents in addressing labour rights issues. Nevertheless, it missed opportunities to fully integrate its 2017-23 integrated strategy on FPRW across different parts of the Office.

The intersection between the ILO's supervisory body and development cooperation activities remained narrow, with limited holistic responses to identified FPRW deficits. Dependence on donor priorities added complexity in aligning efforts towards the objective of addressing this deficit.

While the ILO made progress in promoting universal ratification of core labour standards, there were lessons to be learned in setting coherent country-level priorities and providing long-term assistance.

Ambitious Programme and Budget objectives for the elimination of child labour and forced labour lacked suitable progress measures and requiring more comprehensive indicators.


The ILO effectively mainstreamed FPRW in strategic workstreams, showcasing the potential for greater impact. Capacity-building programmes empowered individuals and constituent institutions, but long-term investments were necessary to address institutional challenges. The 1998 ILO Declaration on Fundamental Principles and Rights at Work remained relevant in international frameworks. Overall, the ILO achieved significant progress in promoting labour rights, but required improvement in strategic prioritization and systematic integration.

## RECOMMENDATIONS

### Recommendation 1

The ILO should expedite its ongoing efforts to strengthen its strategy and actions in promoting freedom of association and collective bargaining, which were initiated late in the evaluation period. Similarly, it should continue efforts to reinforce work on gender equality and non-discrimination, as well as forced labour, where these continue to be sensitive topics. For this, the ILO may build on emerging good practices and lessons learned and capitalize on the following:

- ▶ programmatic entry points, on which there is broad consensus and relatively strong political will, should be used to engage on more politically and socially sensitive principles and rights.
- ▶ political and economic leverage exists in the context of responsible trade and investment frameworks.
- ▶ office research, communication and advocacy capabilities make compelling arguments for greater respect and application of FPRW, especially those receiving less attention overall or for work in settings that attract fewer resources from development partners.

Responsible units	Priority	Time implication	Resource implication
<ul style="list-style-type: none"> <li>▶ Governance, Rights and Dialogue Cluster (ADG/GRD): Governance and Tripartism Department (GOVERNANCE) and International Labour Standards Department (NORMES); with Better Work; Gender, Equality, Diversity and Inclusion Branch (GEDI); Inclusive Labour Markets, Labour Relations and Working Conditions Branch (INWORK); Labour Migration Branch (MIGRANT); Statistics (ILO-STAT), regional directors (Decent Work Technical Support Teams (DWTs), regional offices, country offices); in consultation with the Bureau for Employers' Activities (ACTEMP) and Bureau for Workers' Activities (ACTRAV).</li> </ul>		Immediate and long-term	Variable


### Recommendation 2

The ILO should formalize what is de facto the case: responsibility for FPRW related resource mobilization and technical services is distributed across various technical units. Within this context, to strengthen internal coherence, the ILO should:

- ▶ clarify the role of FUNDAMENTALS as a “centre of excellence” by refining and better communicating its mandate and strengths to other parts of the ILO, national constituents and donors (for example, the principal technical lead on child labour and forced labour projects, leading integrated FPRW research, promoting innovative project design and communication drawing on its own and other technical units and field personnel expertise for delivery);




- ▶ ensure that any future integrated FPRW strategy involves different branches and field personnel in the (re)design phase, and is accompanied by additional measures to make the strategy operational, and ensure that it is monitored and evaluated;
- ▶ continue research, advocacy and communication strategies that highlight the interconnections between FPRW, adapted to different country-level contexts;
- ▶ more consistently promote integrated and “one ILO” approaches at the country level, in collaboration with national constituents;
- ▶ promote work by interdisciplinary teams to develop cross-institutional work products, potentially by assessing such efforts in performance evaluations.

Responsible units	Priority	Time implication	Resource implication
▶ ADG/GRD: FUNDAMENTALS, NORMES		Immediate to medium-term	Variable

### Recommendation 3

The ILO should continue strongly to promote ratifications and greater synergies between the operations of the supervisory bodies and development cooperation programmes. To this end, it should:


- ▶ continue to provide tailor-made assistance to overcome obstacles to ratification, and capitalize on windows of opportunity towards universal ratification of the core standards;
- ▶ reinforce existing efforts to inform ILO programme staff, and project development and evaluation consultants, on the role and function of the supervisory bodies, possibly through mandatory training;
- ▶ strengthen guidance and quality control for the development of project documents, especially on how unrelated projects mainstream FPRW, the objective being to ensure coherence with the principles and, when possible, inclusion of promotional strategies for each of the FPRW;
- ▶ continue and reinforce existing efforts to build social partner capacity at the country level to use the supervisory system mechanisms designed to promote government accountability.

Responsible units	Priority	Time implication	Resource implication
▶ ADG/GRD: NORMES, FUNDAMENTALS		Medium to long-term	Medium
▶ External and Corporate Relations Cluster (ADG/ECR): PARTNERSHIPS			
▶ Corporate Services Cluster (ADG/CS): Human Resources Development (HRD)			
▶ EVAL			

## Recommendation 4

In embracing occupational safety and health (OSH) as the newly elevated FPRW, the ILO should apply some lessons learned, as documented in this evaluation report, and strengthen promotion of ratification and the supervisory mechanism of the Occupational Safety and Health Convention, 1981 (No. 155) and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), as well as expand areas of its work on OSH and FPRW, by:


- ▶ drawing on momentum created by the designation of safe and healthy work environments as an FPRW to develop products and campaigns to promote ratification of Conventions Nos 155 and 187, and support Member State promotion, respect and realization of the OSH FPRW, as was done with the Protocol of 2014 to the Forced Labour Convention, 1930, and remind Member States of their obligations to provide annual review reports where Conventions Nos 155 and 187 are not ratified.
- ▶ capitalizing on donor and constituent interest to work in areas where other FPRW intersect with OSH such as the elimination of child labour and the promotion of safe and healthy working environments for all workers, including young workers; responsible business conduct and OSH; workers' organizations and OSH culture promotion; and OSH in collective bargaining agreements.
- ▶ strengthening the capacity of the supervisory mechanism and its secretariat to monitor application of Conventions Nos 155 and 187, and deal with the increased reporting processing workload stemming from new ratifications.

Responsible units	Priority	Time implication	Resource implication
▶ ADG/GRD: Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH), FUNDAMENTALS and NORMES		Medium-term	Variable

## Recommendation 5

The ILO should continue to invest in and capitalize on strategic partnerships with other UN organizations, regional economic organizations and international financial institutions (IFIs) to integrate FPRW into international development frameworks on sustainable development, responsible business, human rights and inclusive and equitable economic growth. The ILO should:

- ▶ continue to promote FPRW integration and social partner participation in United Nations Sustainable Development Cooperation Frameworks;
- ▶ continue to participate in joint UN initiatives as a means of leveraging resources and positioning the ILO to mainstream FPRW in broader initiatives;
- ▶ strengthen alliances with institutions promoting human rights and advocating for greater civic space.

Responsible units	Priority	Time implication	Resource implication
▶ ADG/GRD: FUNDAMENTALS		Medium-term	Variable
▶ ADG/ECR: PARTNERSHIPS and DWTs			



# 01

- ▶ Introduction and background

## ► INTRODUCTION AND BACKGROUND

At its 106<sup>th</sup> Session in June 2017, the International Labour Conference (ILC) held its second recurrent discussion on Fundamental Principles and Rights at Work (FPRW) and adopted a Resolution and Framework for Action on their effective and universal respect, promotion and realization covering the period from 2017 to 2023. Framed by the former ILC Resolution and action plan, this *Independent High-Level Evaluation (HLE) of the ILO's strategies and action to promote Fundamental Principles and Rights at Work* examines the relevance, coherence, effectiveness, efficiency, sustainability and emerging impact of ILO's strategies and action on FPRW between 2018 and early 2023.

### BACKGROUND

#### Origins of “fundamental principles and rights at work”

Since its creation in 1919, the mandate of the ILO has included the adoption of international labour standards (ILS), the promotion of their ratification and application in its Member States, and the supervision of their application.<sup>2</sup> The FPRW derive from ILO Conventions and Recommendations. In 1995, increasing concerns about the social impact of globalization led members of the ILO – representatives of governments, employers' and workers' organizations at the international level – to recognize that there were categories of labour standards, then expressed in seven Conventions, that should be considered as fundamental because they protect basic workers' rights and enable the realization of others.<sup>3</sup> These categories are: a) freedom of association and the effective recognition of the right to collective bargaining; b) the elimination of all forms of forced or compulsory labour; c) the effective abolition of child labour; and d) the elimination of discrimination in respect of employment and occupation.<sup>4</sup> In June 2022, the ILC added a “safe and healthy working environment” as a fifth principle and right.<sup>5</sup> Brief definitions of each principle and right are provided in Table 1.

**TABLE 1. SHORT DEFINITIONS OF THE FUNDAMENTAL PRINCIPLES AND RIGHTS AT WORK**

<b>Freedom of association and collective bargaining (FACB)</b>	The right of workers and employers to form and join organizations of their own choosing for the promotion and defence of their occupational interests. Collective bargaining is a key means through which employers and their organizations and trade unions, or, in their absence, representatives freely designated by the workers and their organizations, can establish fair wages and working conditions.
<b>Forced labour (FL)</b>	Any work or service that is extracted from any person under the menace of any penalty, and for which that person has not offered himself or herself voluntarily. It can be imposed by state authorities, by private enterprises, or by individuals.
<b>Child labour (CL)</b>	Work that deprives children of their childhood, their potential, and their dignity, and that is harmful to physical and mental development. It refers to work that: is mentally, physically, socially or morally dangerous and harmful to children; and/or interferes with their schooling.
<b>Discrimination in respect of employment and occupation</b>	Any distinction, exclusion or preference made on the basis of race, colour, sex, religion, political opinion, national extraction or social origin (or other basis determined by Member States), which has the effect of nullifying or impairing equality of opportunity or treatment in employment or occupation.
<b>Safe and healthy working environment</b>	The right to protection against sickness, disease and injury arising out of conditions of employment.

Source: Adapted from definitions included the ILO publication [Fundamental Principles and Rights at Work Fact Sheet, 2020](#).

2 International labour standards are primarily tools for governments which, in consultation with employers and workers, are seeking to draft and implement labour law and social policy in conformity with internationally accepted standards.

3 These discussions and ultimately the recognition of FPRW were first associated with the World Summit for Social Development in Copenhagen in 1995.

4 ILO, “[Fundamental Principles and Rights at Work Fact Sheet](#)”, 2020.

5 ILO, [A safe and healthy working environment is a fundamental principle and right at work](#), 2022.

## 1998 ILO Declaration on Fundamental Principles and Rights at Work

In 1998, the ILC adopted the [ILO Declaration on Fundamental Principles and Rights at Work](#). This Declaration affirms that all ILO Members States, even if they have not ratified the Conventions in question, have an obligation arising from the very fact of membership in the Organization to respect, promote and realize the principles and fundamental rights which are the subject of “fundamental” Conventions.

### ► Box 1. Five Fundamental Principles and Rights and associated Conventions and Protocol

#### Freedom of association and the right to collective bargaining

- Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87)
- Right to Organize and Collective Bargaining Convention, 1949 (No. 98)

#### Forced labour

- Forced Labour Convention, 1930 (No. 29)
- Protocol of 2014 to the Forced Labour Convention, 1930 (No. P29)
- Abolition of Forced Labour Convention, 1957 (No. 105)

#### Child labour

- Minimum Age Convention, 1973 (No. 138)
- Worst Forms of Child Labour Convention, 1999 (No. 182)

#### Discrimination in respect of employment and occupation

- Equal Remuneration Convention, 1951 (No. 100)
- Discrimination (Employment and Occupation) Convention, 1958 (No. 111)

#### Safe and healthy working environment

- Occupational Safety and Health Convention, 1981 (No. 155)
- Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187)

**Declaration follow-up.** The aim of the follow-up (described in an Annex to the Declaration) is to encourage the efforts of Member States to promote the fundamental principles and rights enshrined in the 1998 Declaration. Its focus is twofold. First, encouraging the efforts of countries that have not ratified the fundamental Conventions and are thus not subject to regular reporting obligations that arise with a ratification and encouraging the efforts that are part and parcel of international supervision based on reports. Second, is the identification of trends and needs of Member States in respect of their efforts to promote FPRW.

*Special reporting and monitoring procedures concerning unratified conventions.* The 1998 Declaration affirmed that even countries that had not ratified the fundamental Conventions should respect, promote and realize the principles they embody. To help ensure that non-ratifying countries are

supported to improve their respect for these principles, the ILO requires reports from Member States to enable an annual review of their efforts for each unratified fundamental Convention. The relevant Member States are asked to provide a report that summarizes what is being done to promote those fundamental principles and/or any challenges they are facing regarding ratification. In recent years, the Office has compiled the information from the reports for each country, providing a kind of running self-assessment of the situation for the principles reflected in the unratified conventions.

*Global reports and recurrent discussion.* To address the second focus, the Declaration follow-up procedures require the Office to produce a “dynamic global picture”, in the form of a report presented to the ILC, of the categories of fundamental principles and rights, with the aim of identifying Member States’ needs, guide action plan development, as well as assess the effectiveness of previous actions. Initially, the Office produced a global report each year. Between 2000 and 2011, the ILO produced 11 global reports, each covering in a recurrent fashion one of the four original FPRW categories. In 2012, the ILC merged the FPRW global report requirement with the process of yearly recurrent discussions in the ILC of the ILO’s four strategic objectives – employment, social protection, social dialogue and rights at work – to be organized every five years, a decision following the 2008 adoption of the ILO Declaration of Social Justice for a Fair Globalization. Recurrent discussions on the strategic objective of FPRW took place in the ILC in 2012 and again in 2017.<sup>6</sup> Following each recurrent discussion, the ILO’s Governing Body (GB) adopted a five-year strategy and plan of action on FPRW promotion (more on this in the following subsection).

*Follow-up on ratified conventions.* All ILS, including the now 11 fundamental standards, are supervised through a periodic system which is designed to ensure that countries implement the conventions they ratify. Ratifying countries undertake to apply the conventions and report on their application at regular intervals. Application of the standards is supervised through a Committee of Experts on the Application of Conventions and Recommendations (CEACR)<sup>7</sup> that receives and comments on the governments’ reports, and a tripartite committee of the ILC, the Committee on the Application of Standards (CAS)<sup>8</sup> that discusses a selection of cases each year. The regular system is supplemented by special systems which allow – wherever there is a ratification – workers’ or employers’ organizations to make claims of failure to fully respect the Convention’s obligations. Even where there is no ratification of a relevant convention, a tripartite Committee of the Governing Body on Freedom of Association (CFA)<sup>9</sup> is able to receive allegations of non-respect of freedom of association principles. On the basis of the various findings, recommendations and conclusions of any of these supervisory bodies and procedures – but still relatively exceptionally – the Office may be asked to follow-up with additional fact-finding and by providing technical assistance (TA) to address observed implementation gaps and inconsistencies.<sup>10</sup>

6 ILO, [https://www.ilo.org/ilc/ILCSessions/previous-sessions/101stSession/reports/reports-submitted/WCMS\\_176149/lang--en/index.htm](https://www.ilo.org/ilc/ILCSessions/previous-sessions/101stSession/reports/reports-submitted/WCMS_176149/lang--en/index.htm) Report VI: Fundamental principles and rights at work: From commitment to action, 2012, and ILO, [Committee for fundamental principles and rights at work, 2017](https://www.ilo.org/ilc/ILCSessions/previous-sessions/106/committees/rights-at-work/lang--en/index.htm). <https://www.ilo.org/ilc/ILCSessions/previous-sessions/106/committees/rights-at-work/lang--en/index.htm>

7 The members of the Committee of Experts are reputed legal experts of high national and international standing. They are appointed by the GB on the recommendation of its Officers, upon the proposal of the Director-General.

8 The CAS reviews and discusses the CEACR annual report before it is adopted in a plenary session of the ILC. It also selects observations on serious cases of non-compliance for discussion. The governments referred to in these comments are invited to respond before the Conference Committee and to provide information on the case.

9 ILO constituents can bring allegations of inadequate observance of Conventions that have been ratified for review by the GB by virtue of articles 24 and 26–34 of the ILO Constitution. Matters related to Freedom of Association are usually referred the Committee on Freedom of Association (CFA), according to a special procedure created in 1951. If the CFA finds that there has been a violation of freedom of association standards or principles, it issues a report through the GB and makes recommendations on how the situation could be remedied.

10 Out of approximately 100 cases discussed in the CAS between 2018 and 2022, 64 involved the original FPRW Conventions. Of these 64, all but 13 – 80 per cent – mentioned some form of technical assistance (TA) in the conclusions. There are variations on the mention – some conclusions suggest the country pursue TA of the Office, some offer TA, some suggest that some kind of mission (technical, tripartite, high-level, direct contacts, etc.) be received.



## 2017 ILC discussion and framework for action on FPRW

To provide a basis for the 2017 ILC discussion, the Office produced a report, [Fundamental Principles and Rights at Work: from Challenges to Opportunities](#), which drew on the findings of the *Independent Evaluation of ILO strategies on FPRW 2015*, ILO supervisory body findings, expert meetings and various ILO technical and policy documents. While also noting areas of significant progress in the promotion of FPRW, the report highlighted that ILC and expert discussions on diverse topics including but not limited to rural and informal economies, global supply chains (GSCs), working conditions in export processing zones (EPZs), non-standard forms of employment, labour rights in fragile states, and labour migration, had identified major and persistent FPRW deficits. The overall conclusion of the report was that despite a high rate of ratification of the fundamental Conventions, there were “major implementation gaps.”

Based on the conclusions of the second recurrent discussion report and related debate, in June 2017, the ILC adopted a resolution setting out a framework for ILO actions on FPRW for the period 2017–2023.<sup>11</sup> The Framework, which endorsed and elaborated on the recommendations of the recurrent discussion report, included detailed recommendations grouped under three broad headings:

**Fundamental principles and rights at work at the national level.** Directed towards governments, recommended legal and policy action, including the development and implementation of tailored action plans, to strengthen FPRW in consultation with the most representative employers’ and workers’ organizations. Conference delegates also urged governments to allocate sufficient resources for the enforcement and application of national laws including by strengthening the labour administration and labour inspection. Based on their diverse realities and needs, Members were encouraged to request ILO assistance to advance these national objectives.

**ILO means of action on FPRW.** Recommended the ILO take effective action in four areas: a) planning and resource allocation; b) development cooperation; c) research; and d) standards. Additional recommendations under these headings are elaborated in more detail in figure 1.

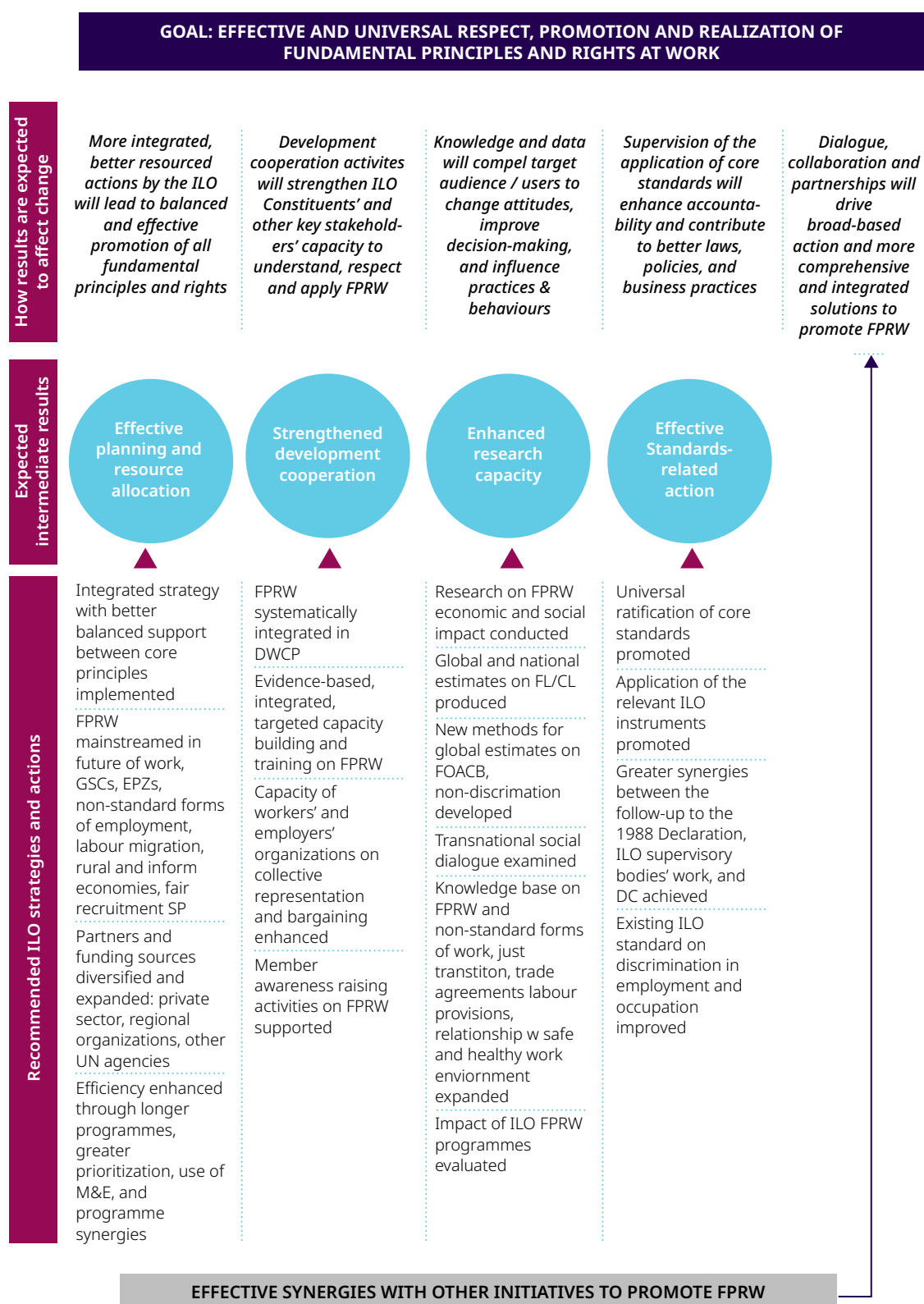
**Synergies with other initiatives to promote FPRW.** Urged the ILO to intensify action on FPRW in collaboration with other members of the UN system as well as other regional and global development partners, financial institutions and organizations. It highlighted opportunities for strengthened collaboration within global development frameworks, most notably within the 2030 Agenda.

In November 2017, the GB validated a [2017–23 Action Plan](#) to give effect to the ILC Framework of Action. The action plan is organized according to three headings above and identifies outcomes, key outputs, and specific targets to be achieved during the target period. Figure 1 shows the ILC Framework for Action presented by the evaluation team as a theory of change (TOC) for ILO strategies and action on FPRW for the period 2018–2023.

<sup>11</sup> ILO, Resolution concerning the second recurrent discussion on fundamental principles and rights at work, International Labour Conference, 106th Session, 2017.



FIGURE 1. 2017–23 ILC FRAMEWORK FOR ACTION ON FPRW THEORY OF CHANGE



## EVALUATION PURPOSE, SCOPE, EVALUATION USERS

The overall purpose of this report is to provide the ILO's GB with an independent high-level evaluation (HLE) of the ILO's contributions toward the promotion and realization of FPRW during the period from 2018 to early 2023. The evaluation assesses how the ILO integrated FPRW-related objectives into its strategic and programme frameworks, the extent to which it achieved planned results, how the results were achieved, as well as the contextual factors that affected outcomes. Based on the evaluation team's findings and conclusions, this report identifies good practices and lessons learned, and provides recommendations to guide future ILO strategies and action on FPRW. Notably, the findings of the evaluation are intended to inform the next recurrent discussion on FPRW which will take place during 112th Session of the ILC in June 2024. This evaluation report is thus expected to feed into the Office's recurrent discussion paper, currently under preparation.

The HLE examines the outcomes of the ILO's promotion of FPRW at the global, regional, and national levels; it encompasses the Organization's efforts across multiple branches and departments. While it is not an evaluation of the ILO supervisory system *per se*, the report delves into the nexus between the ILO supervisory system's work and the Organization's development cooperation activities. The evaluation covers two ILO Programme and Budget (P&B) biennia (2018–2019, 2020–2021), and 15 months of the current biennium (2022–2023).

The main client for the evaluation is the GB, which is responsible for governance-level decisions on the findings and recommendations of the evaluation. Other key stakeholders include the Director-General and members of the Global Management team at headquarters (HQ), the Evaluation Advisory Committee composed of senior management overseeing follow-up to evaluations and the departments, and HQ staff, regional and country offices (COs) involved in promoting FPRW. It should also inform ILO donors and partners and other interested policy-makers.

## EVALUATION QUESTIONS

In line with good practices for evaluations, the ILO EVAL Office provided the evaluation team with a set of evaluation questions to guide its assessment, which are laid out in table 2.<sup>12</sup>

**TABLE 2. EVALUATION QUESTIONS**

<b>Relevance</b>	<ul style="list-style-type: none"> <li>▶ To what extent have the ILO's strategies and actions to promote FPRW been relevant to the needs and priorities of Member States? Did the ILO do the "right things" based on...             <ul style="list-style-type: none"> <li>❑ country needs as expressed in the 1998 Declaration special reporting mechanisms</li> <li>❑ Member States requests for technical assistance</li> <li>❑ Supervisory bodies' suggestions and recommendations on development cooperation</li> </ul> </li> <li>▶ To what extent were the ILO's research activities useful and effective guiding its own and other organizations actions on FPRW?</li> <li>▶ To what extent did the Office follow-up on ILC Framework for Action recommendations on research activities including by...             <ul style="list-style-type: none"> <li>❑ producing data on FPRW's economic and social impact</li> <li>❑ updating global and national estimates on FL/CL</li> <li>❑ developing new methods for global estimates on FACB and non-discrimination</li> <li>❑ measuring the impact of ILO programmes on FPRW</li> <li>❑ increasing the knowledge base on FPRW in important ILO areas of work (global supply chains, trade, non-standard forms of work, safe migration promotion)</li> </ul> </li> </ul>
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<sup>12</sup> During the inception phase, the evaluation team reworded and adapted some of EVAL's preliminary questions to better reflect issues and concerns raised by ILO personnel and ILO constituents during the scoping phase.

<b>Coherence</b>	<ul style="list-style-type: none"> <li>▶ To what extent have various ILO strategic frameworks (ILC and GB policy documents, P&amp;B, DWCPs, CPOs) been coherent and complementary regarding FPRW and their promotion?</li> <li>▶ How effective has the ILO been in creating synergies with other organizations and initiatives concerned with/engaged in the promotion of FPRW? To what extent has the ILO been effective promoting FPRW in <ul style="list-style-type: none"> <li>❑ UNSDCF and 2030 Agenda initiatives?</li> <li>❑ corporate social responsibility and ethical business practices in international supply chains agendas/actions</li> <li>❑ trade for decent work agenda/actions</li> <li>❑ labour migration governance/fair recruitment</li> <li>❑ forced displacement/crisis migration</li> <li>❑ human rights agenda/actions</li> <li>❑ IFIs and regional development banks cooperation programmes?</li> </ul> </li> <li>▶ To what extent have Office strategies and actions ensured that ILO personnel understand and execute their role in delivering the Office's commitment to promoting FPRW?</li> </ul>
<b>Effectiveness</b>	<ul style="list-style-type: none"> <li>▶ To what extent was the ILO effective... <ul style="list-style-type: none"> <li>❑ achieving the results/targets articulated in the GB action plan 2017-2023?</li> <li>❑ contributing toward the achievement of relevant country programme and P&amp;B outcomes?</li> </ul> </li> <li>▶ How effective were the ILO's efforts promoting the ratification of the core labour Conventions and Protocol?</li> <li>▶ How effectively did the ILO balance its support for all four original fundamental principles and rights? <ul style="list-style-type: none"> <li>❑ To what extent did it deliver on the ILC's recommendation to implement integrated strategies, addressing the four principles and rights together?</li> </ul> </li> <li>▶ How effective were the ILO's efforts to improve ILO standards, strategies and actions on non-discrimination in employment considering less recognized and emerging forms of discrimination?</li> <li>▶ How effective were the ILO's efforts to improve ILO strategies and actions on each of the original four core principles and rights at work?</li> <li>▶ How effectively did the ILO adapt its strategic priorities and action on FPRW during the COVID-19 pandemic and the early recovery phase?</li> </ul>
<b>Efficiency</b>	<ul style="list-style-type: none"> <li>▶ To what extent did the ILO implement the 2017-23 ILC Framework for Action recommendations or take other actions to increase the effectiveness of resource allocation? In what ways did these strategies contribute to increased availability and/or more efficient use of resources? <ul style="list-style-type: none"> <li>❑ FPRW mainstreaming in other major workstreams (future of work, GSCs, EPZs, non-standard forms of employment, labour migration, forced displacement/crisis migration, rural and informal economies, fair recruitment, social protection)</li> <li>❑ prioritizing ILO actions on FPRW to regions, countries, sectors where a) FPRW abuses were most prevalent; and b) to where it had the greatest comparative advantage</li> <li>❑ diversifying sources of funding for the promotion of FPRW</li> <li>❑ increasing the duration of its interventions</li> <li>❑ effectively monitoring and evaluating FPRW actions and capitalizing on M&amp;E knowledge outputs</li> </ul> </li> <li>▶ To what extent have different ILO technical departments and DWTs been effective supporting the ILO's efforts at the country level to promote FPRW? What factors contributed to or hindered effective support?</li> </ul>
<b>Impact</b>	<ul style="list-style-type: none"> <li>▶ To what extent have ILO actions had impact in promoting FPRW (for instance, through knowledge generation, policy reforms, mainstreaming FPRW in other organizations strategic frameworks)?</li> </ul>
<b>Sustainability</b>	<p>To what extent have ILO strategies and actions been designed and implemented in ways that have fostered sustainability?</p> <ul style="list-style-type: none"> <li>❑ To what extent has the ILO been effective in increasing the capacity of its constituents, key labour market institutions and other key stakeholder to promote, respect and apply FPRW?</li> </ul>

## EVALUATION APPROACHES AND METHODS

The evaluation applies the ILO's standard policies and procedures including the ILO's code of conduct for evaluations.<sup>13</sup> It also complies with the United Nations Evaluation Group (UNEG) norms and standards as well as the Organization of Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) evaluation standards. Notably, the evaluation uses the standard DAC criteria and definitions in its analysis (Relevance, Coherence, Effectiveness, Efficiency, Sustainability and Impact). Finally, the HLE applies guidance provided in EVAL Protocol No. 2.1: Policy Outcomes and Institutional Evaluations (High-level Evaluations), Version 3, March 2021, "[Guidance Note 3.1: Integrating gender equality in monitoring and evaluation](#)" as well as other applicable guidance notes.<sup>14</sup>

### Evaluation approach

As per the terms of reference (TOR), the evaluation used a mix of evaluation approaches as described below.

**Participative evaluation design.** The evaluation team's inception phase comprised an initial document review as well as in-person and online meetings with ILO personnel and constituents based in Geneva and in the field. The purpose of inception consultations was to collect prospective evaluation user inputs into the evaluation design and scope. Annex A includes a list of people consulted during the inception phase and early data collection phases. In total, the evaluation team consulted 63 ILO staff (35 women and 28 men) as well as four representatives from workers' and employers' organizations and one international finance institution (IFI) representative (two women and three men). The evaluation team presented its inception findings and proposed methodology in an inception report which EVAL circulated for comments in March 2023 before it was finalized.

**Country case studies.** Country case studies are a critical component of the evaluation. They provide a vehicle for assessing how the ILO's policy commitments to promote FPRW in law and practice are pursued at the country level. The evaluation team selected country cases for study by analysing financial data on FPRW-relevant Country Programme Outcomes (CPOs) to identify which countries have the largest portfolio of activities per region and P&B outcome. The evaluation team determined the final list of case study countries after detailed analysis of the country portfolio and NORMLEX data and consultations with country level ILO officials and constituents. The team selected six countries for in-depth data collection, including interviews with ILO personnel, national constituents, and other partners, many of which were conducted in-country through face-to-face interviews. These countries were Cote d'Ivoire, Egypt, Guatemala, Kenya, Peru and Viet Nam. The evaluation examines three additional countries through more limited document review. These countries are Bangladesh, Qatar and Uzbekistan.<sup>15</sup> Table 3 shows the evaluation team's criteria for the selection of countries.

<sup>13</sup> ILO, "[Code of Conduct for Evaluators](#)", 2018.

<sup>14</sup> For example, ILO, "[Guidance Note 3.2: Adapting evaluation methods to the ILO's normative and tripartite mandate](#)", 2020; and ILO, "[Guidance note 3.1: Integrating gender equality in monitoring and evaluation](#)", 2020.

<sup>15</sup> The team's rationale for conducting a more limited desk review of these three countries was the countries' potential contributions to FPRW-related good practices and lessons learned based on feedback from participants in scoping phase interviews and the availability of recent documentation on ILO's actions.

**TABLE 3. CASE STUDY COUNTRIES**

May provide insight into...	Bangladesh	Cote d'Ivoire	Egypt	Guatemala	Kenya	Peru	Qatar	Uzbekistan	Viet Nam
Ratification of one or more core Conventions (includes P29, excludes C155 and 187) during the evaluation period (2018–2023)	X	X				X		X	X
Non ratification of one or more of the original eight core Conventions or P29 as of early 2023			X	X	X		X		X
DC activities on child labour during the evaluation period (2018–2023)	X	X	X	X	X	X		X	X
DC activities on forced labour during the evaluation period (2018–2023)	X		X	X	X	X	X	X	X
DC activities on non-discrimination during the evaluation period (2018–2023)	X	X	X	X	X	X		X	X
DC activities on FOACB during the evaluation period (2018–2023)	X		X	X	X				X
DC activities related to promotion of FPRW in international supply chains during the evaluation period (2018–2023)	X	X	X	X		X			X
DC activities on FPRW-related trade agenda/actions during the evaluation period (2018–2023)	X	X		X		X			X
DC activities on the promotion of FPRW in the context of labour migration during the evaluation period (2018–2023)	X	X	X	X	X	X	X		X
DC activities to support promotion of FPRW by national labour administration and inspectorate during the evaluation period (2018–2023)	X	X	X	X	X	X			X

**Thematic case studies.** The evaluation features data and analysis from three thematic “deep dives”:

1. ILO promotion of and contributions to core convention ratifications 2018–2023;
2. ILO action on CAS recommendations for follow-up by the Office 2018–2023;
3. FPRW integration in DWCP 2018–2023.

The team selected deep-dive topics that align with priorities highlighted in the 2017 ILC framework of action. The thematic case studies looked at ILO actions across all countries with relevant actions:

1. The ratification study assessed ILO contributions to the ratification of core conventions in all countries where ratifications occurred during the evaluation period.
2. The study on the ILO's follow-up to CAS recommendations looked at all cases where the CAS recommended TA to determine if there was ILO follow-up, and, if so, its nature, and the extent to which follow-up contributed to progress on the issues raised by the CAS.
3. The study on integration of FPRW into DWCPs assessed all validated DWCP documents and assessed if the country priorities and expected outcomes articulated specific objectives on FPRW.

## Data sources and collection methods

The evaluation team draws on several data sources and collection methods. By comparing the results obtained from: (1) different data sources; (2) using different methods; and (3) highlighting areas of convergence and divergence, the team aims to ensure the validity and reliability of the evaluation findings.

**Evaluation synthesis review.** The evaluation draws on the findings from a synthesis review of FPRW-focused independent project evaluations carried out by EVAL between 2018 and 2022. The review includes a sample of 33 evaluation reports with sampled projects including diverse country-level, regional and global projects. The report highlights key evaluation report findings by DAC criteria and summarizes trends. The synthesis report includes an overall rating of the evaluated projects' performance on a scale of one to six by evaluation criteria. These ratings are an input to the HLE's final ratings (see final section of report).

**Document review.** The evaluation also bases its findings on both quantitative and qualitative data from various ILO documents (ILO research products, policy documents, thematic reports, project documents and project-commissioned studies, and evaluation reports) as well as data located in various ILO databases.<sup>16</sup> Annex B includes a list of documents consulted by the evaluation team.

**Key informant interviews.** The evaluation findings are based on semi-structured key informant interviews (KII) with individuals and small groups with first-hand knowledge of the ILO's strategies and action on FPRW. These included a cross section of representatives of key stakeholder groups:

- ▶ ILO personnel (HQ, regional, Decent Work Teams (DWTs) and country-based specialists, CO programme management teams, and ILO project management teams);
- ▶ ILO tripartite constituents;
- ▶ Other ILO implementing partners; and
- ▶ UN and other national and international organizations in the target countries with which the ILO collaborated.

In case study countries, the evaluation team interviewed 188 individuals (93 women and 95 men) from various stakeholder groups. Annex C includes a list of individuals consulted by the team. Table 4 shows the distribution of interviews by country, key stakeholder group and sex. Each interview followed an interview protocol adjusted for different respondent types and was conducted in English, French, Spanish or Vietnamese (with interpretation).

<sup>16</sup> These include labour statistics available on ILOSTAT, the breakdown of project expenditures by country, donor, programme area and SDG on ILO Development Cooperation Dashboard, and country-specific information on laws and compliance with International Labour Standards on NORMLEX, among others.

The evaluation team used uniform data collection instruments and posed similar questions to all stakeholders to facilitate the comparison of data across countries and different stakeholder groups. The evaluation team developed the data collection instruments during the inception phase, taking into consideration the preliminary document review and the evaluation questions. Annex D contains the team's instruments.

**TABLE 4. KEY INFORMANT INTERVIEWS**

<b>CASE STUDY COUNTRY KEY INFORMANT INTERVIEWS</b>						
<b>Vietnam</b>	<b>Kenya</b>	<b>Cote D'ivoire</b>	<b>Egypt</b>	<b>Guatemala</b>	<b>Peru</b>	<b>Total</b>
<b>ILO Personnel</b>						
14 (8 W, 6 M)	6 (4 W, 2 M)	12 (5 W, 7 M)	12 (6 W, 6 M)	3 (1 W, 2 M)	8 (6 W, 2 M)	<b>55 (30 W, 25 M)</b>
<b>Government counterparts</b>						
27 (16 W, 11 M)	9 (4 W, 5 M)	11 (5 W, 6 M)	0	5 (3 W, 2 M)	8 (3 W, 5 M)	<b>60 (31 W, 29 M)</b>
<b>Workers' and Employers' Organizations representatives</b>						
6 (4 W, 2 M)	7 (4 W, 3 M)	11 (2 W, 9 M)	2 (0 W, 2 M)	5 (2 W, 3 M)	4 (2 W, 2 M)	<b>35 (14 W, 21 M)</b>
<b>Implementing Partners</b>						
1 (1 W)	6 (4 W, 2 M)	0	0	0	0	<b>7 (5 W, 2 M)</b>
<b>Other stakeholder organization representatives (donors, other UN and international development partners)</b>						
4 (2 W, 2 M)	0	5 (0 W, 5 M)	3 (3 W, 0 M)	1 (0 W, 1 M)	1 (1 W, 0 M)	<b>14 (6 W, 8 M)</b>
<b>Factory workers, cocoa cooperative leaders</b>						
12 (6 W, 6 M)	0	5 (1 W, 4 M)	0	0	0	<b>17 (7 W, 10 M)</b>
64 (37 W, 27 M)	28 (16 W, 12 M)	44 (13 W, 31 M)	17 (9 W, 8 M)	14 (6 W, 8 M)	21 (12 W, 9 M)	<b>188 (93 W, 95 M)</b>

**Online surveys.** The evaluation team developed short survey(s) to gather complementary qualitative and quantitative data from three groups of evaluation stakeholders: (1) ILO programme personnel (HQ and field based); (2) tripartite constituents; and (3) United Nations Country Team (UNCT) members and other national-level partners in the in-depth case study countries. The survey collected respondents' perceptions and level of satisfaction with ILO support as well as perceived outcomes and challenges affecting outcomes. They used a variety of question types: multiple choice, Likert scales, and open-ended questions. Participation was voluntary and answers were anonymous. The surveys were hosted online with invitations to participate sent by email. Annex D includes a copy of the survey instruments.

Both because of limitations in the survey sampling strategy as well response rates, survey data is in no way representative of the opinions and perceptions of the entire stakeholder group. Quantitative information from surveys shows trends among respondents but should not be taken to represent the views of non-respondents. As seen in table 5, the survey was sent to a total of 1,700 ILO staff with a response rate of 19 per cent; 98 national constituents with a response rate of 25 per cent; and a total of 97 individuals representing the UNCTs and other national partners, with a response rate of 24 per cent.



TABLE 5. HLE SURVEY RESPONSE RATES

SURVEY GROUP	NO. RECEIVING SURVEY	RESPONSES	RESPONSE RATE
ILO staff <sup>17</sup>	1700	331	19 %
National constituents	98	25	26 %
UN Country Team and other partners	97	23	24 %
<b>Total</b>	<b>1895</b>	<b>379</b>	<b>–</b>

## Methodological limitations

The evaluation is subject to known limitations, the most important of which are discussed below.

- ▶ **Large scope.** Because FPRW promotion is a high-level and cross-cutting outcome within the ILO's strategic framework, the scope of this evaluation is very large. A large scope means a comprehensive examination of all ILO strategies and actions to promote FPRW is not possible within the timeframe and resources allocated to the evaluation. The evaluation team has necessarily been subjective in the choice of themes, success stories, good practices and lessons learned. The team mitigated challenges related to the evaluation scope by referring to the priorities set in the 2017 ILC Framework of Action and by collecting inputs from ILO staff and constituents during the scoping phase.
- ▶ **FPRW portfolio identification.** FPRW portfolio identification is challenging because many ILO projects/programmes may address FPRW while being associated to a P&B outcome other than the outcome that explicitly mentions FPRW; the challenge is similar with country programme outcome (CPO) analysis. As a result, evaluation analysis that quantifies what was done to promote FPRW may be subject to inclusion and exclusion errors. This risk is mitigated to a degree in country case studies given the evaluation team's ability to look more closely at the full portfolio within a country and not only those linked with certain P&B outcomes and CPOs.
- ▶ **Bias.** The evaluation team is aware of potential biases associated with qualitative data collection methods.

## SAMPLING BIAS

Given time and resource constraints, the selection criteria for case study countries favoured countries with higher volumes of FPRW-related activities. The evaluation team's rationale is that these countries were more likely to yield relevant and diverse examples of ILO action and strategies to promote FPRW from which the ILO may learn. However, the examined countries and the projects within countries are not "representative"; therefore, evaluation findings may not be generalized. On the other hand, the more comprehensive approach for thematic deep dives increases the generalizability of associated findings.

<sup>17</sup> Approximately 25.6 per cent of respondents indicated they were ILO headquarters based and 74.6 per cent were based in the field, either in country or regional offices (ROs). The regional distribution of respondents was Africa 25.6 per cent; Latin American and the Caribbean 13.1 per cent; Arab States 6.1 per cent; Asia and the Pacific 25.9 per cent; and Europe and Central Asia 7 per cent. About 26 per cent of respondents indicated they were a National Programme Officer; 25 per cent a Development Cooperation Project Officer; 16.5 per cent identified as a Development Cooperation Programme/Project Manager; 16.5 per cent as HQ-based technical specialist; and 8.4 per cent as a DWCT specialist. Other categories included management support (4.5 per cent), ILO director at regional or country level (2.6 per cent) and HQ Department Director, Branch Chief (1 per cent).

### **RESPONDENT BIAS**

Evaluation findings rely in part on feedback from ILO staff and national constituents, key evaluation stakeholders. Key informants may have replied in ways they think will be viewed favourably by others, or if there is a significant risk when questions pertain to politically or economically sensitive topics (often the case with FPRW) or when participants believe their answers may affect how their work is perceived by colleagues or affect resource allocation decisions. The evaluation team mitigated these potential limitations in several ways: a) by explaining the purpose and use of the evaluation before each interview, including confidentiality measures; b) by triangulating data with secondary data sources; and c) by collecting data from a variety of stakeholders, many of whom have different perspectives, interests, and experiences with the ILO strategies and actions on FPRW (data triangulation)

### **GOVERNMENT COOPERATION**

The evaluation team was not always able to access the required key informants for the evaluation in the selected case study countries. In one case, the original country had to be replaced due to unavailability of the key informants in the country during the entire phase of data collection, and another situation where government clearance was not granted to interview government stakeholders and the evaluation had to rely on inputs from representatives of workers' and employers' organizations and other partners.



## 02

- ▶ Key findings by evaluation criteria



## KEY FINDINGS BY EVALUATION CRITERIA

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### RELEVANCE

This section examines the relevance of the ILO strategies and action to promote FPRW during the evaluation period (2018–early 2023). The 2017 framework of action on FPRW identifies critical constraints affecting respect for FPRW and their application and proposes strategies and actions for progress. In applying recommended ways forward, the ILC resolution urges the ILO to carefully consider and tailor its support programmes to its Members' "evolving realities and established and expressed needs". This section examines how well the ILO did.

#### Aligning with national priorities

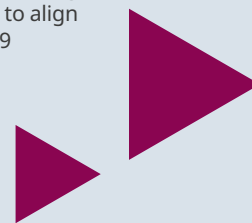
##### KEY FINDING 1

The ILO's country level strategies and actions involved constituents in defining priorities for ILO support, which is reflected in their generally high levels of satisfaction with ILO FPRW programmes. However, FPRW programmes were often driven by external reputational, trade and investment concerns; while these programme drivers often aligned national and donor interests, and facilitated relatively strong political buy-in from national leaders, other equally or more significant FPRW gaps (in sectors not subject to international trade considerations) were not addressed.

Although experiences vary across countries and within countries, the ILO's national constituents in case study countries generally expressed appreciation for the ways the Office engaged them on issues related to FPRW at the country level during the evaluation period. For example, key informants highlighted examples of the ILO using good participatory approaches which allowed government and workers' and employers' organizations to voice their priorities. Country-level examples include the development of DWCPs, consulting constituents on project design, inviting them to participate in project steering committees, as well as soliciting their views during tripartite workshops on important labour- and employment-related reforms. In Kenya, one constituent reported, "the way ILO takes into consideration our interests and priorities is very different from other organisations. We develop our programs jointly. They take into consideration the perspectives of the persons on the ground." The evaluation synthesis report, which was based on a review of 33 independent project evaluations, corroborated this finding as did respondents to HLE evaluation surveys (see box 2).

### ► Box 2. Feedback on relevance from HLE surveys

- While noting that the survey only reflects the perceptions of a relatively small number of respondents in the evaluation case study countries (not a representative sample), HLE national constituent survey results indicate that the ILO was successful taking into consideration different constituents' priorities in the design of its programmes. Three quarters of survey respondents (17 out of 23 respondents) perceived that ILO actions during the evaluation period were relevant or highly relevant.<sup>18</sup> Most survey respondents also perceived that ILO actions aligned with the needs of ILO ultimate target groups (19 out of 23 respondents) and with international donors' priorities (15 out of 23). Another survey question asked respondents to rank their priorities by FPRW category and then rank the level of assistance they received – the survey results show the two to be largely aligned.
- Respondents to the programme staff survey (n=309), which represents a diverse group not limited to case study countries, also perceived that the ILO was effective in aligning its actions with constituent priorities and needs. However, their responses indicate a more nuanced assessment on relevance: about a third of respondents (106 out of 309) thought the ILO had been "somewhat successful" in designing its programmes to align with constituents' needs and priorities while 40 per cent (123 out of 309 respondents) indicated that the Office had been "successful" or "highly successful".



Regarding areas for improvement, country-level key informants reported that the ILO's efforts to consult and include subnational and sectoral constituents, as well as relevant civil society groups and cooperatives, including those representing the interests of specific groups (persons with disabilities, indigenous peoples, LGBTQI people) could be more consistent.

### FACTORS AFFECTING RELEVANCE

The Evaluation Team's key informant interviews and document review suggest many factors that most likely influenced national constituents' judgement that the ILO's work was critical to their priorities and interests:

- aligned with national labour policies and related reform agendas and strengthened the capacity of the labour administration and social partners, areas and national stakeholder groups that generally receive relatively limited national budget allocations and attention from international development partners;<sup>19</sup>
- focused on sectors important to the national economy (for example, cocoa in Cote d'Ivoire, the garment sector in Bangladesh, the industrial sector in Viet Nam, and the agricultural export sector in Guatemala);
- helped constituents address high-profile economic, social or reputational risks posed by FPRW violations illuminated by a major event or disaster (for example, the World Cup preparations in Qatar, the collapse of Rana Plaza in Bangladesh);
- dealt with trade-related issues and were subject to important trading partners' and investors' critical examination (for example, child labour in the cocoa industry in Cote d'Ivoire, compliance with new generation trade agreements in Viet Nam, the threat of Disney's departure from Egypt's garment sector);

<sup>18</sup> The survey asked constituents to rate the relevance of ILO actions to the needs of each of the three ILO constituent groups: government, workers and employers.

<sup>19</sup> For example, the synthesis review found that 30 out of 32 projects aligned with target country government plans, laws or policies.

- ▶ addressed high profile cases before the ILO supervisory bodies, for example, cases involving the Labour Inspection Convention, 1947 (No. 81), the Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87), the Right to Organise and Collective Bargaining Convention, 1949 (No. 98) in Bangladesh, Convention Nos. 87 and 98 in Guatemala, the Forced Labour Convention, 1930 (No. 29) and the Abolition of Forced Labour Convention, 1957 (No. 105) in both Qatar and Uzbekistan, and Convention No. 87 in Egypt.

In these examples and most likely others not examined by the evaluation team, the ILO's expertise as well as its credibility on the issue or issues being addressed increased the relevance of country-level cooperation with the Office. Nevertheless, evaluation key informants perceived missed opportunities and risks associated with the ILO's engagement on high-profile FPRW challenges, not all of which the Office managed to successfully mitigate. Examples include:

- ▶ being perceived by external observers or some national stakeholders as contributing to national efforts to overstate the extent of their reforms and/or progress implementing reforms (for example, current controversies surrounding the ILO's TA programme in Qatar, initial criticism of ILO's work in Uzbekistan from national labour activists<sup>20</sup>);
- ▶ focusing on high profile problems or sectors while virtually ignoring equally or more severe gaps in less high-profile ones (for example, child labour on family farms producing for subsistence or local markets, FACB and occupational safety and health (OSH) in factories producing for domestic consumers);
- ▶ insufficiently addressing woefully inadequate respect for FPRW in the informal sector and lower tiers on international supply chains (also includes challenges related to short-term, outsourced and or gig economy workers where the employment relationship to international firms or contributions to supply chains is hidden or masked);
- ▶ not adequately addressing the effects of policies/practices outside supplying countries on labour rights violations (although Better Work and INWORK have addressed global brand sourcing practices that contribute to poor respect for labour rights,<sup>21</sup> garment producers perceive much more needs to be done).

20 In Uzbekistan, national and international labour activities played an important role in attracting international attention to child labour and force labour in the cotton harvest. When the ILO first began collaboration with the Government to address the issue, activities at the country level were initially quite sceptical. According to key informant interviews, the ILO eventually overcame their doubts through regular dialogue and by carrying out monitoring activities and enlisting their involvement. These efforts eventually resulted in the activists' recognition of the progress the Government was making.

21 For example, ILO, "[Purchasing practices and working conditions in global supply chains: Global Survey results](#)", *INWORK Issue Brief No. 10*, 2017.

21 For example, the statement from Bangladesh's garment producer association on Covid-19 impact for responsible partnership.

## Strengthening the enabling rights

### KEY FINDING 2

Contrary to the priorities expressed by the ILC 2017 Framework of Action, the ILO did not significantly update its strategies or upscale its FACB promotional and development cooperation activities during the evaluation period, despite their being important enabling rights.

Ten years after the initial ILO Declaration on FPRW, the 2008 Declaration on Social Justice for a Fair Globalization highlighted that among the four fundamentals, freedom of association and collective bargaining are particularly important enabling rights. The importance of strengthening FACB is reiterated in the recurrent discussion report and subsequent Framework for Action. Recurrent discussion participants perceived FACB deficits were negatively affecting overall progress on the realization of FPRW and underlined the importance of boosting ILO promotional efforts before the next recurrent discussion in five years' time.<sup>22</sup>

During evaluation interviews with ILO staff and based on comments received in the HLE staff survey, respondents broadly perceived that the ILO had continued to give inadequate attention to FACB. For example, one survey respondent wrote, "There needs to be an understanding that while all these principles are fundamental, not enough resources have been allocated toward the enabling principles and rights." Another said, "The amount of time/resources/focus on non-discrimination and freedom of association and collective bargaining is also not nearly enough." Although a small sample, respondents to the HLE constituent survey ranked support for FACB last in terms of the FPRW on which they had received ILO support.

### FACB STRATEGY AND PROMOTION

In line with the 2017 Framework for Action, ILO officials within the FUNDAMENTALS branch reported that they explored opportunities to develop an action plan, create an "8.8 Alliance" based on the Alliance 8.7 model, and to carry out a targeted advocacy campaign for the ratification of Conventions Nos. 87 and 98; however, none of these came to fruition. The officials attributed their lack of success to several factors including insufficient buy-in from prospective donors as well as constituents and limited human resources with FACB expertise.

Despite these shortcomings, the evaluation found examples of relevant actions, mainly led by other parts of the ILO (NORMES, INWORK, ACTRAV and ACTEMP), by branches with relatively stronger FACB technical expertise, as well as modestly increased efforts by FUNDAMENTALS to integrate FACB concerns in its child labour projects (more on this in section on Coherence). Moreover, even in the absence of a dedicated ratification campaign and a new strategic initiative, the Office carried out relevant FACB activities promoting the ratification of the core conventions on FACB and follow up on supervisory body observations.

<sup>22</sup> Among other means to promote progress, the ILC resolution and Framework for Action proposed reinforced efforts to promote the ratification of Conventions Nos. 87 and 98 and the development of a new, specific plan of action and global alliance around SDG target 8.8 and its capitalization for intensified extrabudgetary resource mobilization.



## EXAMPLES OF RELEVANT ACTION

During the evaluation period, the ILO co-founded the [Global Deal](#). According to one ILO official, one of its objectives is to focus attention on FACB as human and enabling rights that are essential for sustainable development. Although not a global initiative specifically linked with SDG 8.8 as envisaged in the 2017 Framework for Action, the Global Deal is a multi-stakeholder partnership of governments, businesses and employers' organizations, trade unions and civil society to promote social dialogue. The Global Deal succeeded in highlighting examples of effective social dialogue, potentially breaking down misconceptions about FACB and inspiring others. However, it was neither designed nor used to actively mobilize additional resources for ILO development cooperation activities on FACB, one of the priorities set out by the ILC in its 2017 Framework for Action.

Although the size of the ILO's FACB development cooperation portfolio is relatively small compared to other FPRW categories, the evaluation team identified relevant projects including: a) a handful of projects aimed at helping Member States to address FACB issues raised by the supervisory bodies; b) a larger portfolio of projects on industrial relations, collective bargaining and social dialogue (including Better Work) with relevant FACB activities; and c) projects broadly focused on strengthening ILS application and reporting with scope for providing TA on FACB, depending on donor and national priorities. The evaluation will discuss outcomes of these activities in section 2.3 on Effectiveness.

The largest share of the industrial relations portfolio in terms of budget and human resources is for the long-standing Better Work Programme. ILO's flagship programme is currently active in 10 countries and aims to improve compliance with national and ILS in the ready-made garment sector. At the factory, country and global levels, Better Work engages with workers and employers in the garment sector to promote dialogue and establish sustainable mechanisms for consultations and negotiations. The extent to which its actions include specific efforts to promote FACB rights varies from country to country, although there have been a few notable exceptions, overall Better Work's promotion of FACB has been limited to trade union engagement and capacity building (see box 3).

### ► Box 3. Relevance and limitations of Better Work support for FACB

Better Work's contributions to FACB at the factory level are mixed. Better Work enterprise advisers support the creation of worker-management committees and their engagement in activities to improve factory-level compliance with national and ILS as well as productivity. Although workers' representatives on these committees must be freely elected, these types of committees draw criticized from some representatives as undermining trade unions' position, potentially impeding their organizing activities and for being largely under management control and influence. Some employers counter this argument noting Better Work factories engage with trade union representatives in parallel with the committees. Moreover, they perceive that workers in their factories show little interest in joining a union. Legal and industrial relations experts agree that workplace cooperation committees are different from workers' representation through FACB.

In many countries, Better Work has run programmes to build trade union capacity to represent garment workers. During the evaluation period, with the support from a few leading brands, the programme ran training programmes for workers' organizations representatives on industrial relations topics, including on negotiation skills and social dialogue. Better Work's policy is to work with all the trade unions active in the sector, an important principle in the context where sectoral trade unions may not be the most representative workers' organization at the national level but are relatively more active in organizing and defending garment workers' rights at the factory level. In addition, Better Work considers FPRW including child labour, FL, freedom of association and collective bargaining and non-discrimination to be zero tolerance issues, contraventions of which must be brought to the attention of national authorities by its enterprise advisers.

Research published by Better Work has made a case for strengthening FACB rights. In its last report on programme impact, Better Work highlighted research showing that analysis of participating factories' aggregate compliance assessment results across six Better Work countries (Cambodia, Haiti, Indonesia, Jordan, Nicaragua and Viet Nam) showed that factories with both a collective bargaining agreement (CBA) and union presence had, on average, non-compliance rates that were nearly 10 per cent lower than factories with no CBA or union presence.<sup>23</sup> Data generated by Better Work also show that garment-producing enterprises covered by collective agreements had higher levels of compliance with pandemic OSH standards in 2020–21 than those not covered by collective agreements.<sup>24</sup>

The absence of broader programmes to improve the enabling environment for FACB hinders Better Work's ability to promote FACB in its factories. In addition to engaging with factories, the programme also builds partnerships with industry stakeholders at different levels to help strengthen their participation in industrial relations processes and promote industry and country-level reforms. Nevertheless, according to one ILO official, Better Work's promotion of FACB at the enterprise level is "inherently limited...We [the ILO] need to look at the operating environment. What are the barriers to registering a trade union, union busting, or creating a legal system that addresses worker complaints in a timely manner to prevent firing."

In a few cases, the programme has taken the lead on FACB-enabling environment improvements through its "influencing agenda" component. For example, in Jordan, the ILO played an instrumental role in the negotiation of the first sector wide CBA and subsequent agreements. The agreements included measures to reduce discriminatory wage and benefits practices between Jordanian and migrant workers, introduced provisions for contracting workers with refugee status as well as for annual wage increases, worker well-being programmes and other worker benefits.<sup>25</sup> In Egypt, the Office leveraged the arrival of Better Work to support compliance of labour standards in production in the garment sector and to hasten improved conditions for trade union formation and registration.<sup>26</sup> A combination of supervisory mechanism follow-up and Regular Budget Supplementary Account (RBSA)-funded development cooperation project activity lead to some regulatory reform<sup>27</sup> and the development and operation of a process for addressing grievances over trade union registration.<sup>28</sup> This marked a marginal but real improvement in the FACB situation in Egypt.



## ONGOING DEVELOPMENTS TOWARDS STRONGER FACB PROMOTION

The ILO is reportedly gearing up to strengthen its strategy and action on FACB in the next biennium. For example, a ratification campaign on Conventions Nos. 87 and 98 is planned, based on the 2023–24 P&B. In addition, the ILO is currently developing a FACB strategy. According to one ILO official, in 2023 ILO management convened a task force composed of four branches to begin work on the strategy. The first step involved identifying what the ILO is currently doing including participants' views on opportunities and challenges. According to the official, "While the challenges were significant, I was pleased to see colleagues found opportunities outweighed the challenges." Among the identified opportunities to strengthen the ILO's promotion of FACB are strong interest by donors in promoting labour standards in supply chains; support for Member States to uphold labour standards in trade agreements; and growing acceptance by the international community of labour rights as human rights.

23 ILO, *Understanding impact: Research insights from Better Work 2017–2022*, Better Work, 2022, 20.

24 ILO, *Social Dialogue Report 2022: Collective bargaining for an inclusive sustainable and resilient recovery*, 2022, 22.

25 ILO, *Social Dialogue Report 2022*, 101.

26 ILO, *Better Work Phase IV Final Independent Cluster Evaluation* (2017–2022), para. 44, 26.

27 Law No. 142 of 2019.

28 Decree No.162 of 2020.

## Improving understanding of the scale and nature of FPRW deficits

### KEY FINDING 3

The ILO produced a large volume of FPRW research, guidance notes and tools during the evaluation period that helped ground policy and other decision-making at various levels in evidence and international good practice.

To further strengthen ILO, the constituents, and other development partner understanding of FPRW-related deficits and needs, the 2017 Framework for Action emphasized that the ILO should continue to enhance its research, knowledge sharing and communication capabilities on FPRW.

### GLOBAL INDEX OF FACB

In line with the 2017 Framework for Action, together with NORMES, STATISTICS led efforts to develop a methodology for measuring progress on country-level compliance with FACB rights. The Inter-Agency Expert Group on SDG indicators charged the ILO with developing an internationally recognized indicator of progress under SDG target 8.8, addressing Indicator 8.8.2<sup>29</sup> of the Global Indicator Framework. During the evaluation period, the ILO successfully produced and subsequently refined methodology (2018 and 2022, respectively<sup>30</sup>). The refinements in the methodology were adopted by the GB in March 2023. With the adopted refinements, as of 2023, the indicator is reported annually for all ILO Member States, irrespective of whether the country has ratified ILO Conventions Nos. 87 and/or 98.

Despite the progress noted above, to date the ILO has not published a report of global estimates on FACB, as proposed in the 2017 Framework for Action. Some ILC members are eager to see such a publication, hoping it will spur awareness and support for FACB promotion, the way ILO's global estimates of child labour and FL did on these fundamental principles and rights. In 2023, STATS is planning to begin publishing the country-level coding data on which the indicator is based on the ILO/STAT section of the ILO website which may be used for research activities and can provide necessary information to produce a report on global estimates on FACB.

Although different and less politically sensitive than previous and currently suggested FACB global estimates, the ILO's 2022 [Social Dialogue Report](#) provided up-to-date information and analysis on collective bargaining practices worldwide. The report highlights the contributions of collective bargaining in many countries in securing decent work, guaranteeing equality of opportunity and treatment, reducing wage inequality and stabilizing labour relations. Notably, the report provides timely information on the role that collective bargaining played in mitigating the impact of the COVID-19 crisis and considers its contribution to a human-centred recovery.

### GENDER EQUALITY AND NON-DISCRIMINATION RELATED RESEARCH AND KNOWLEDGE SHARING

The 2017 ILC resolution identified limited availability of data on discrimination as an important constraint to the development of better public policies and action. It called for the ILO to intensify its research, awareness raising and knowledge sharing on the scale, characteristics and causes of discrimination in employment and occupation. During the evaluation period, the ILO followed up with a large range of relevant research activities, many of which were led by the Gender, Equality, Diversity and Inclusion Branch (GEDI).

29 SDG Indicator 8.8.2 : "Level of national compliance with labour rights (freedom of association and collective bargaining) based on International Labour Organization (ILO) textual sources and national legislation, by sex and migrant status"  
Source: ILO, [Methodology for SDG Indicator 8.8.2 on labour rights](#), 20th International Conference of Labour Statisticians, Geneva 2018.

30 [GB.347/INS/INF/5](#)

As with FACB, the 2017 Framework for Action specifically recommended that the ILO produce global estimates on discrimination in employment and occupation, focusing on grounds of discrimination listed in the Discrimination (Employment and Occupation) Convention, 1958 (No. 111) as well as emerging grounds. To date, the ILO has not been able to develop a methodology to comprehensively measure the occurrence of discrimination across multiple grounds. ILO officials reported they had attempted to develop a comprehensive methodology, but the broad and evolving nature of discrimination stymied its efforts. Notably, officials indicated that identifying who has been discriminated against and on what grounds in surveys is particularly difficult to measure. The officials considered that indicators on race would be a good starting point and approached bilateral donors but reported they were unable to secure funding.

Nevertheless, during the period there were many examples of relevant research on issues related to gender equality and non-discrimination in the world of work. For example:

- ▶ ILO and Gallup conducted a survey entitled [Experiences of violence and harassment at work: A global first survey](#) (2022). Following on the heels of the Me-Too Movement, the report provides timely analysis of the scope and diversity of experiences of violence and harassment at work and respondents' experiences with disclosing such occurrences.
- ▶ The [ILO Global HIV Discrimination in the World of Work survey](#) (2021) produced data on the persistent stigma and discrimination faced by persons living with HIV in 50 countries. The survey demonstrated that discrimination remains a challenge, with about four in 10 respondents saying persons living with HIV should not be allowed to work.
- ▶ [Exploring and Tackling Barriers to Indigenous Women's Participation and Organization](#) (2021) looked at discrimination from an intersectional perspective. It identified and analysed barriers to organization and participation faced by indigenous women at multiple levels, including their root causes.

ILO has also worked with the statistics bureaus of Member States to include the Washington Group Questions on disability in household and labour force surveys, thus, increasing the availability of micro-data. ILO officials reported the data demonstrates the importance of disability-inclusive programming, such as the finding that youth with disabilities are twice as likely to be unemployed than youth without disabilities.

The ILC 2017 Plan of Action resolution also recommended that ILO undertake research on policies to address sex-based discrimination and gender equality, including on equal pay for work of equal value. In line with this recommendation, the ILO produced a significant quantity of relevant research and knowledge-sharing publications. Some of these are associated with the [Women at Work Initiative](#), one of the Centenary Initiatives launched in 2014, which carried out several global gender dialogues and research activities covering a range of topics including equal pay, the care economy, and violence and harassment at work.

Supported by NORMES, the CEACR's general survey on [Achieving Gender Equality at Work](#) examined six relevant labour standards including Convention No. 111.<sup>31</sup> Among other key findings, the survey report highlights that ILO data on women's labour force participation continue to show a considerable gender gap including a less than 2 per cent decline in the gender employment gap for women who want to work outside the home over the past 27 years.<sup>32</sup>

INWORK's [Global Wage Report 2022-2023](#), an annual ILO flagship publication provides data and analysis on the gender pay gap and its underlying causes. The report also highlights data on the undervaluation of women's work and the "motherhood pay gap". Other INWORK research included a report into pay transparency legislation and its implications for employers' and workers'

31 Produced by the CEACR, general surveys examine the impact of Conventions and Recommendations, analyse the difficulties reported by governments in their application and identify means of overcoming these obstacles and promoting ratification of the relevant Conventions.

32 [ILC111/III\(B\)](#)

organizations as well as national and regional reports on the gender wage gap in [Africa](#) and Portugal. The ILO also conducted research into other discriminatory pay gaps. The MIGRANT Branch produced a report on the [Migrant pay gap: Understanding wage differences between migrants and nationals](#) which included analysis of pay gaps for migrant workers in the formal, informal, and care economy, as well as looking at the intersectional discrimination faced by migrant women.

One of the ways that ILO research and related country-level action has been influential is by linking violence and harassment at work, a relatively sensitive topic, with the OSH agenda, an area of work viewed by most constituents as critical. The [High-level Independent Evaluation of ILO's Gender Equality, 2016–21](#) found the Women in Work Initiative contributed to the adoption of the Violence and Harassment Convention, 2019 (No. 190).

Another way is by linking the labour rights and social inclusion agendas. While reporting that their organizations' direct collaboration with the ILO has been limited to date, a national disability rights network representative in Kenya reported using ILO publications and tools around decent work, principles of non-discrimination and inclusive workplaces in their activities. They said, "Because we have been having conversation about labour market inclusion, we realised that we have a gap on labour rights," and as result is developing closer ties with Kenya's largest trade union confederation.

#### CHILD LABOUR AND FORCED LABOUR RESEARCH AND KNOWLEDGE SHARING

In line with the ILC 2017 Framework for Action recommendations, the ILO continued its efforts aimed at increasing understanding of the prevalence, characteristics and negative consequences of child labour and FL through its global- and country-level research. In 2019, FUNDAMENTALS produced [Ending child labour, forced labour and human trafficking in global supply chains](#). The report, which was requested by the G20, shines a spotlight on FPRW violations in all tiers of GSCs. It includes analysis of root causes and links child labour and FL in supply chains with poor enforcement of relevant labour laws, violations of FACB rights, and weak migration governance. It also includes recommendations for government, business and other concerned stakeholders for policy and other actions to address identified challenges. The report was especially timely given continued high interest by legislative bodies in Europe, the United States of America and elsewhere, to promote increased enterprise accountability for FPRW violations in their supply chains through new legislation (see more information on this in the section on Impact).

The ILO also produced new global estimates on child labour and FL in 2020 and 2022, respectively. [Child Labour: Global estimates 2020, trends and the road forward](#), a joint ILO and UNICEF report, highlighted the first global increase in child labour prevalence since the ILO began producing global estimates two decades earlier.<sup>33</sup> The publication of the child labour global estimates capitalized on media attention surrounding the report to sound an alarm on the negative effects of the COVID-19 pandemic on child labour prevalence and the need for proactive policy measures including social protection. The ILO used the global estimates to produce targeted policy recommendations in preparation for the [5th Global Conference on the Elimination of Child Labour](#) held in 2022 in South Africa.

ILO officials reported that the supply chains report and the global estimates received significant media attention, helping to raise awareness among consumers and the public. This likely increased pressure on global brands to intensify their due diligence and other efforts to ensure respect for human rights within their supply chains. To bolster effective media reporting on issues of FL as well as other FPRW violations, FUNDAMENTALS in collaboration with the ITCILO developed new tools

<sup>33</sup> The report provides useful insights on regional differences; it documented continued progress against child labour in Asia and the Pacific, and Latin America and the Caribbean, but showed that in sub-Saharan Africa, the number and percentage of children in child labour had increased since 2012.

([Reporting on forced labour and fair recruitment: An ILO toolkit for journalists](#) and [Media-friendly glossary on migration: Women migrant workers and ending violence against women \(EVAW\) edition](#)) and conducted training for journalists. The ILO produced adapted versions of the toolkit in different languages and for different countries including one specifically for Uzbekistan, one of the evaluation case study countries.

In addition to global reports, the ILO also carried out various country-level research activities on child labour and FL. These were important to raise awareness and guide decision-making at the national level. Based on information from FUNDAMENTALS' research unit, during the evaluation period, the ILO supported 43 surveys/research activities in 31 countries, 15 of which are still ongoing. Of these, 23 are on child labour; 10 are on FL; eight look at both, and two integrate other FPRW. Several surveys/research activities specifically focused on economic activities, regions and/or sectors of the economy where children and adults are most at risk of child labour and/or FL, in line with the 2017 Framework of Action observation that with limited resources, the ILO and constituents should take a more focused approach based on where problems are most severe.

These research activities are one element in wider efforts to raise key stakeholders' awareness and influence national and international action. For example, the [High-level independent evaluation of the ILO's programme of work in Central Asia \(2018–2022\)](#) highlighted the significant role played by ILO surveys in influencing reforms in Uzbekistan. The evaluation reported:



**...surveys contributed to recognition of child labour and forced labour in cotton production by the Uzbek government and subsequent efforts to address the causes and eliminate the practice. Positive trends highlighted in ILO supported monitoring reports influenced decisions to remove Uzbek cotton from the list of goods made with child labour and force labour by the US Government in 2019; the EU decision to grant Uzbekistan Generalized System of Preferences plus (GSP+) status; as well as the Cotton Campaign's decision to lift the ban on Uzbek cotton in 2022.**

#### OTHER EXAMPLES OF COUNTRY-LEVEL RESEARCH BEING INFLUENTIAL INCLUDE:

- ▶ In Malawi in 2021, FUNDAMENTALS supported the National Statistical Office to conduct a quantitative survey of the tenancy labour system. The research contributed to the Government's understanding of the extent and consequences of the system. The same year, the Government took action to abolish the tenancy labour system, seen as one of the driving forces of FL of children among tobacco-producing households.
- ▶ Prior to ILO's survey on FL and related policy dialogue, Niger largely denied there were still vestiges of slavery within its borders. According to one ILO official, not only did the survey help change minds, but the country also recently asked for support for a follow-up survey so that it could see how much progress its reforms were having in addressing the problem.



## Dealing with the pandemic

### KEY FINDING 4

The ILO contributed meaningfully to helping its constituents and others understand and, in some cases, find negotiated solutions to deal with the negative impact of COVID-19 on fundamental labour rights. Many key informants, however, highlighted respect for FPRW declined during the pandemic, notwithstanding the high volume of relevant guidance.

The 2021 [Global Call to Action for Human-centred Recovery from COVID-19](#) highlights the pandemic's significant and potentially long-lasting effects on the world of work and calls for “redoubling of efforts to promote fundamental rights, international labour standards and workers’ protection.” The unprecedented economic and social disruption caused by the pandemic posed unanticipated challenges to the ILO and its constituents, to which the Office offered varied responses to address new needs and shifting priorities.

### SOCIAL DIALOGUE AND FACB

In its [Issue paper on COVID-19 and FPRW](#), the ILO underscored that any amendments relating to trade union rights and labour relations should be based on meaningful prior tripartite consultation, and that they should comply with ILS, notably the fundamental standards. To support constituents’ country-level dialogue, the ILO published a variety of guidelines and tools on social dialogue during the pandemic. The ILO also enhanced the support to unions to enable them to influence policies and revitalize social dialogue, for example:

- ▶ In Kenya, the ILO supported National Labour Board meetings that resulted in a Memorandum of Understanding (MOU) that employers’ and workers’ organizations representatives credited with keeping people in work. While affirming the benefits of COVID-19 agreements, one Kenyan workers’ organization representative highlighted important pandemic era setbacks for his/her organization including a significant reduction in its membership and challenges winning back lost gains. A project already in place before the pandemic is helping address some of these issues.<sup>34</sup>
- ▶ In Côte d’Ivoire, the bipartite body called the Independent Permanent Consultation Commission<sup>35</sup> endorsed the Government’s COVID-19 health response plan and agreed on measures to prevent employment and income losses, including a common position on needed measures to support businesses suffering under pandemic lockdowns.

An example of highly relevant action supporting industry-level tripartite social dialogue during the pandemic, the International Organization of Employers (IOE), International Trade Union Confederation (ITUC), and IndustriALL launched [COVID-19: Action in the Global Garment Industry](#). The ILO, led by Better Work, was one of the signatory organizations and played the role of convenor. As part of the initiative, Better Work supported national-level tripartite working groups to discuss and address the crisis. The [Independent High-Level Evaluation of ILO's COVID-19 response 2020–22](#) reported through national and factory level dialogue, Better Work was proactive in promoting compliance with workers’ wages, leave and retrenchment conditions amid the challenges of reduced demand, shrinking production and intermittent closures in the garment industry. In Bangladesh as well as in other countries with Better Work programmes, the working group also provided inputs and oversight for the implementation of government- and donor-funded initiatives that supported cash transfers for unemployed and destitute workers in the garment sector.<sup>36</sup>

34 The project [All Hands in Kenya: Advancing Labour Standards through Cooperative Action](#) includes a capacity-building component for workers’ organizations and support for tripartite social dialogue on wages.

35 Comprises two employers’ federations and five trade union federations that are representative of the private sector.

36 Reported in [June 2021 Call to Action progress report](#). See also the example of ILO-supported garment worker assistance programme in Albania.



## RAISING AWARENESS OF PANDEMIC EFFECTS ON CHILD LABOUR AND FORCED LABOUR

Several ILO publications highlighted the potential and real effects of the pandemic on the prevalence of child labour and FL.<sup>37</sup> For example, ILO studies highlighted that business shutdowns, rising unemployment, the informalization of employment and school closures increased risk factors for child labour and FL if unmitigated. Studies are continuing in the recovery period in some countries. For example, in Kenya, a trade union leader cited an ongoing study of the effects of COVID-19 on child labour in that country and noted, “it will become a central document that we can use in advocacy. We may use the document for capacity building as well.”

## HIGHLIGHTING PANDEMIC EFFECTS ON GENDER EQUALITY AND DISCRIMINATION

Noting that women workers, migrant workers, as well as individuals and households from other groups subject to discrimination and pay inequities tended to fare worse during the pandemic, the ILO conducted rapid assessments and surveys and produced a high volume of guidance materials focused on protecting these groups' fundamental labour rights.<sup>38</sup> During the pandemic, care providers and health workers' working conditions deteriorated and their risks of contracting COVID-19 were greater. Domestic workers, another subset of the care economy, faced abrupt job losses and/or increased exposure to COVID-19. Moreover, during lockdowns, many working women faced heavy additional care work but unchanged expectations from their employers regarding professional performance. The ILO used increased attention to these challenges as an opportunity to intensify the development of care economy knowledge, tools and methodologies in alignment with recurrent discussion recommendations and the Centenary Declaration.<sup>39</sup>

## COHERENCE

This section assesses the ILO's successes and challenges during the evaluation period ensuring coherent internal institutional goals, policies and operational modalities for the promotion of FPRW. It looks at how FPRW are integrated into strategic frameworks, how FPRW fit within the Office's institutional framework and synergies between development cooperation and normative work.

## Integrating FPRW within ILO strategic frameworks

### KEY FINDING 5

ILO strategic frameworks consistently articulate the importance of the FPRW. Although these objectives partially carry through to the P&B, gaps in the results framework and related indicators made some objectives less visible (forced labour, freedom of association) and others hard to measure. At the country level, the ILO's efforts to reinforce how constituents understand and incorporate FPRW within Decent Work Country Programmes (DWCPs) were largely successful, with significant improvements since the last HLE FPRW evaluation.

37 Some examples include: [COVID-19 and child labour: a time of crisis, a time to act](#); COVID-19 impact on child labour and forced labour: The response of the IPEC+ Flagship Programme; [Social and economic effects of COVID-19 crisis risk worsening forced labour](#).

38 For example, ILO, “Protecting migrant workers during the COVID-19 pandemic; [Lockdown and in limbo: the global impact of COVID-19 on migrant worker rights and recruitment](#)” Policy Brief, 2020.

39 Some examples include: the CEACR General Survey (2021–2022) [Securing decent work for nursing personnel and domestic workers, key actors in the care economy](#); [Care work and care jobs for the future of decent work](#) (2018) provides details on gender inequalities in household and labour markets linked to care work and details on policies in care, macroeconomics, labour, social protection and migration; [Care at work: Investing in care leave and services for a more gender equal world of work](#), 2022, reviews progress made in recent years, paying attention to intersectional discrimination and exclusion of certain groups of workers; [Costs and benefits of investing in transformative care policy packages: A macrosimulation study in 82 countries](#), 2022, explores the policies and related investments needed to implement collectively funded child care and long-term care services, as well as provide adequately paid care leave and breastfeeding breaks. The ILO also partnered with UN Women on a joint programme, Promoting Decent Employment for Women through Inclusive Growth Policies and Investments in the Care Economy, which has produced a guide on public investments in the care economy as a policy tool.

FPRW are a prominent part of the ILO strategy and high-level policy frameworks. They are one of the four pillars that underpin the Organization's overall strategy to promote social justice in the world of work alongside employment, social protection, and social dialogue and tripartism. Important global and regional ILO policy statements which guide the work of the Organization consistently reference FPRW. Box 4 provides relevant examples.

#### ► Box 4. References to FPRW in major ILO declarations and policy documents

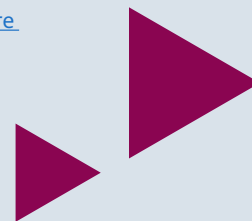
**Tripartite declaration of principles concerning multinational enterprises and social policy (MNE Declaration), 1977 and updated 2017.** The MNE Declaration is the only ILO Declaration to provide direct guidance to multinational and national enterprises on social policy and responsible business practices and includes specific guidance on the application each of the four original core principles and rights. The Declaration was last amended in March 2017 to respond to new developments including new labour standards; the Guiding Principles on Business and Human Rights; and the adoption of the 2030 Agenda for Sustainable Development.

**Guidelines for a just transition towards environmentally sustainable economies and societies for all, 2015.** Highlights both positive and negative impacts on workers that necessary transitions from carbon intensive to more sustainable economies will have. States a “just transition” incorporates strong commitment to social dialogue and to rights in the workplace and underlines that policies to promote sustainably must respect, promote and realize FPRW.

**Centenary Declaration for the Future of Work, 2019.** Made in the context of on-going transformative change driven by technological innovations, demographic shifts, climate change and globalization. Reaffirms FACB as key enabling rights. Recommends a transformative agenda to achieve gender equality at work and explicitly evokes the need for equal opportunities and treatment for persons with disabilities, as well as for other persons in vulnerable situations. Reiterates the imperative to eradicate forced and child labour.

**Global call to Action for Human-centred Recovery from COVID-19, 2021.** Notes the COVID-19 pandemic's significant and potentially long-lasting effects on the world of work and calls for actions supportive of human-centred recovery. Declares the need for a “redoubling of efforts to promote fundamental rights, international labour standards and workers' protection....”

**Regional declarations and strategic frameworks.** In regional gatherings, the ILO and constituents issued calls for reinforced action on FPRW accompanied by regional action plans. Examples include the [Bali Declaration](#), the [Singapore Statement](#), the [Abidjan Declaration](#).



## FPRW IN THE P&B

FPRW promotion cuts across the P&B but is more directly reflected in some outcomes/outputs than others.<sup>40</sup> Based on the evaluation team's analysis, the ILO's 2018–2023 P&B outcomes that most directly encompass the ILO's FPRW promotional activities are as follows.

### 2018–2019 P&B OUTCOMES

**Outcome 2:** Ratification and application of International Labour Standards

**Outcome 7:** Promoting safe work and workplace compliance including in global supply chains

**Outcome 8:** Protection of workers from unacceptable forms of work

**Outcome 10:** Strong and representative employers' and workers' organizations

Gender equality and non-discrimination, as a cross-cutting policy driver

Outcome descriptions show FPRW objectives were mainstreamed in planned actions on youth employment (Outcome 1), the rural and informal economies (Outcomes 5 and 6), global supply chains (Outcome 7) and in the context of labour migration (Outcome 9).

### P&B OUTCOMES 2020–21 AND 2022–23

**Outcome 1** Strong tripartite constituents and influential and inclusive social dialogue

**Outcome 2:** International Labour Standards and authoritative and effective supervision

**Outcome 6:** Gender equality and equal opportunities and treatment for all in the world of work

**Outcome 7:** Adequate and effective protection at work for all

*Output 7.1 Increased capacity of the member States to ensure respect for, promote and realize fundamental principles and rights at work*

Some rights and principles, notably indicators on FL and FACB were largely absent between 2018 and 2023. The 2018–19 biennium mainstreamed gender and non-discrimination in all outcomes; however, SMART indicators were lacking (see box 5. lessons learned). The HLE “deep dive” on ILO follow-up to cases before CAS found that P&B results reporting often did not adequately capture results towards addressing issues raised in CAS discussions because appropriate indicators were lacking. One ILO specialist also noted that preventive actions, for example successful advocacy and/or TA by the ILO that stopped legislators from introducing laws limiting FPRW are not captured in the P&B.<sup>41</sup> Indicator limitations negatively affected how well ILO's results framework implementation reports reflected FPRW promotional activities and achievements and, in the worst case, may have diminished how much attention ILO management gave to less visible objectives.

40 The Office's work is based on the Programme and Budget (P&B), which sets out expected outcomes and outputs grounded on the ILO's overall five-year strategic plan and more specific priorities established every two years. It is the ILO's main tool for allocating resources, operationalizing and monitoring progress toward high-level strategic objectives and policy frameworks resulting from the ILO GB and ILC, such as the 2017–23 ILC Framework for Action on FPRW.

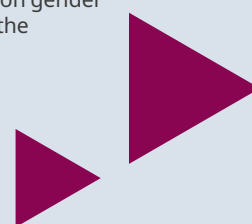
41 For example, the 2018–2022 HLE evaluation of ILO programmes in Central Asia highlighted the ILO's successful efforts in Kyrgyzstan to prevent legislation limiting freedom of association from taking effect.

► **Box 5. Lesson learned: Importance of articulating clear pathways to results and good indicators to measure progress toward FPRW documents**

*The absence of a) outcomes and outputs grounded in a clearly articulated theory of change, and b) more specific indicators in the P&B 2018–19, weakened the ILO's ability to track progress promoting gender equality and non-discrimination.*

Broad indicators on gender equality and non-discrimination that referred to “policies, legislation, compliance strategies or agreements that are gender responsive and promote non-discrimination” did not always articulate the systemic changes that should be included in policies to produce transformative change. In the 2020–21 and 2022–23 P&Bs, the reform areas are more clearly articulated: care economy investments; policies that promote more balanced sharing of family responsibilities; equal opportunity; equal pay for work of equal value, etc.

The lesson above is supported by an evaluation synthesis report finding which showed mixed results on how effectively the ILO mainstreamed gender equality and disability inclusion into its projects. The synthesis review showed either the ILO was unsuccessful or only partly successful (29 per cent and 38 per cent of reviewed projects, respectively) in mainstreaming gender equality into the design phase. The most successful projects, unsurprisingly, were those designed to specifically promote gender inclusion. Although some projects not explicitly focused on gender equality included effective strategies, a significant number of them gave the matter very limited or no attention at all.



## FPRW IN DWCP

The 2015 *Independent evaluation of the ILO's Strategies and Actions on FPRW* highlighted that there was significant variation in how often and in what ways FPRW were included in DWCP priorities and outcome statements, with large gaps in the inclusion of FACB<sup>42</sup> and the 2017 Framework for Action urged that efforts be made to improve them. The evaluation “deep drive” analysis show improvements during the evaluation period, which are highlighted in box 6.

42 DWCPs highlight country constraints and opportunities, and articulate national constituents' priorities to advance the ILO's decent work agenda in a country. They provide the ILO with a results-based framework to plan and organize how to deploy available resources at the country level. Using the DWCP strategic planning framework, the ILO identifies country programme priorities and desired outcomes (known as Country Programme Outcomes or CPOs). These are further detailed in an implementation plan with complementary M&E guidelines.

### ► Box 6. HLE deep dive on FPRW inclusion in DWCPs

To assess progress towards strengthening FPRW integration in DWCP priorities and outcomes, the evaluation team reviewed 45 DWCPs validated by constituents and officially launched during the evaluation period. The team's findings are as follows:

- **FPRW are frequently cited in DWCP narratives.** DWCPs include references to individual fundamental principles throughout the strategy documents, in both situational analyses and in the results framework. Searching the documents, the evaluation team found that most (34 out of 42) of the searchable DWCPs include at least one reference to each principle. Child labour received the most individual references (807), followed by FACB (566), FL (543), and gender equality and non-discrimination (512).
- **The Office exceeded its target on the inclusion of FPRW in DWCP priorities and outcomes.**<sup>43</sup> A total of 27 priorities in 20 different DWCPs (44 per cent) and 57 outcomes in 33 different DWCPs (73 per cent) included statements concerning FPRW or one of the individual original fundamental principles. Overall, 40 of the 45 DWCPs included statements on FPRW or at least one of the fundamental principles in either a priority or outcome, 12 (42 per cent) more than the target.
- **Attention to FACB progressed, albeit modestly.** The previous HLE of FPRW noted that none of the 79 reviewed DWCPs referenced FACB in a priority statement and only six (7 per cent) in an outcome. Between 2018 and 2023, out of 45 DWCPs, three (6 per cent) included FACB in a priority statement, and 10 (22 per cent) in an outcome. Looking closer, references to the promotion of collective bargaining greatly exceeded those of freedom of association. Overall, freedom of association is referenced 166 times in the 43 searchable DWCPs, while collective bargaining is referenced 416 times. Nine DWCPs (21 per cent) do not mention FACB at all.
- **DWCP references to gender equality and inclusion in results frameworks still tend to be very broad, with some exceptions.** Many of the priorities and outcomes linked to gender equality and non-discrimination are mainstreaming approaches.<sup>44</sup>



## Fitting FPRW promotion into the Office's institutional architecture

### KEY FINDING 6

Institutional mandates and technical expertise on FPRW are spread widely across the ILO, with many parts or units having overlapped and complementary mandates. Inconsistent with its role leading promotional efforts on all FPRW, FUNDAMENTALS remained mainly focused on child labour and forced labour. Internal and external constraints contributed to the Branch's limited progress diversifying its portfolio of activities.

Which part of the Office has primary responsibility for leading ILO efforts to promote FPRW? How might cooperation between different parts of the ILO on FPRW promotion be enhanced? Is it feasible to integrate interventions on all FPRW in one project? These questions, which touch on the internal coherence of FPRW promotion within the Office, were subjects of divergent perceptions and opinions, based on ILO staff interviews and survey responses.

43 The GB 2017–23 Action Plan set a target of 28 Member States with FPRW priorities integrated into their DWCPs by December 2022.

44 For example, Uzbekistan's priorities 2 and 3 are "Enhancing decent work and better employment opportunities for youth, women and vulnerable groups, generated by inclusive and equitable economic growth" and "Extending the access of the most vulnerable groups to equitable, inclusive and quality education and social protection." and many of the outcomes refer to improved outcomes for women, youth and vulnerable groups."

## FPRW IN THE ILO'S ORGANIZATIONAL STRUCTURE

Responsibility for FPRW promotion is spread across the Office, in various departments, branches, units and offices from the global level to the country level. As seen in the brief overview of the ILO's institutional framework for FPRW promotion in box 7, the roles often overlap as well as being potentially complementary.

### ► Box 7. ILO delivers TA on FPRW through diverse departments, branches, units and offices

**The International Labour Standards Department (NORMES)** is responsible for designing and implementing the ILO standards-related activities in accordance with the standards policy adopted by the GB. The Department supports the ILO's supervisory bodies and promotes Office-wide coherence and cooperation on international labour standards including the fundamental Conventions and Protocols. The Department includes two branches:

- Application of Standards (APPL)
- Freedom of Association (LIBSYND)

**Governance and Tripartism Department (GOVERNANCE)** provides advice and assistance on a range of topics related to the governance of labour and employment relations. The Department is composed of the five Branches and Units, all of which manage programmes and activities which are, to different degrees, relevant for FPRW promotion:

- Labour Administration, Labour Inspection and Occupational Safety and Health Branch – LABADMIN-OSH
- Better Work Branch – BETTERWORK
- Fundamental Principles and Rights at Work Branch – FUNDAMENTALS
- Social Dialogue and Tripartism Unit – DIALOGUE
- Labour Law and Reform Unit – LABOURLAW

**Conditions of Work and Equality (WORKQUALITY)** aims to improve the quality of jobs for women and men and to foster equality in the world of work. The Department includes three branches with relevant FPRW mandates.

- The Gender, Equality, Diversity and Inclusion Branch – GEDI
- Inclusive Labour Markets, Labour Relations and Working Conditions – INWORK
- Labour Migration – MIGRANT

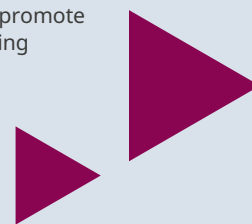
**Sectoral Policies Department (SECTOR)** is responsible for providing support to ILO constituents in addressing employment and labour issues in specific economic and social sectors at global, regional and national levels. The sectoral approach is cross-cutting throughout the entire Decent Work Agenda and it allows the ILO to respond comprehensively to sectors' specific needs. These include promoting the ratification and effective implementation of ILS – including FPRW.<sup>45</sup>

**Bureau for Workers' Activities (ACTRAV) and Bureau for Employers' Activities (ACTEMP)** ensure that the concerns and interests of workers' and employers' organizations are taken into consideration in ILO policy development and activities. ACTRAV and ACTEMP specialists are based in the field as part of DWTs to provide TA to national workers' and employers' organizations at the regional and country level, including to build their capacity to engage in social dialogue on FPRW-related issues, to organize and represent employers' and workers' interests, and engage in collective bargaining.

45 More information is available on the Sectoral Policies Department website, <https://www.ilo.org/sector/about-us/>

**Decent Work Teams.** Field-based specialists who provide explanations, advice, and assistance on matters related to Member States' FPRW commitments. There are 13 DWTs, four each in Africa and Latin American and the Caribbean regions, two each in the Asia and Europe and Central Asia regions, and one in the Arab States. While the size and composition of the teams vary by subregion, most include one or more specialists on a) ILS, b) FPRW, c) Gender Equality, Diversity and Inclusion (GEDI), d) social dialogue and collective bargaining, as well as an Employers' and Workers' Activities Specialists whose TOR also feature promoting FPRW.

**Country offices.** The COs are responsible for overseeing the ILO work to promote FPRW at the country level in coordination with other UN agencies and taking into consideration constituents' needs and priorities.



## ROLE OF THE FUNDAMENTAL PRINCIPLES AND RIGHTS AT WORK BRANCH (FUNDAMENTALS)

The mission of FUNDAMENTALS is to serve as a “centre of excellence” on policies and action to promote FPRW, seemingly giving it a leading role on the design and implementation of core standard-related development cooperation programmes.<sup>46</sup> However, based on the evaluation team's key informant interviews, ILO personnel have divergent views and perceptions about the mandate of FUNDAMENTALS. Many key informants perceived lack of clarity regarding its role and those of GEDI, INWORK and NORMES/LIBSYND. During evaluation consultations, the team found strong consensus among ILO personnel that FUNDAMENTALS possesses the greatest child labour and FL expertise in the Office but not on the other fundamental principles and rights. Most agreed that other branches have more technical resources as well as intersecting mandates on the design and implementation of FACB and gender and non-discrimination development cooperation projects.

The evaluation team explored the question of, if FUNDAMENTALS is not the most technically competent branch to lead Office work on FACB and gender equality and non-discrimination, should it be called FUNDAMENTALS? ILO officials presented many valid reasons for why it was important to have a branch dedicated to promoting all the fundamental principles together. These included: a) to present a coherent image of the indivisible and interconnected nature of FPRW to constituents and partners; and b) to help break down institutional silos. Several officials cited other, more practical considerations, noting that historically IPEC and to a lesser extent, DECLARATION, were highly successful in mobilizing voluntary contributions from international donors and implementing larger scale development cooperation programmes on child labour and FL; if renaming the branch and expanding its mandate could do the same for FACB and non-discrimination, the Office's FPRW promotion activities would presumably benefit.

Contextual factors at the time when the ILO mandated the FUNDAMENTALS branch to lead on FPRW development cooperation negatively affected how quickly and how well the branch assumed its central role, according to several key informants. They cited:

- ▶ ongoing adjustments after IPEC and DECLARATION teams joined, which occurred just a few years prior to the evaluation period;
- ▶ a radical reduction in donor funding and ongoing uncertainty about future resources, which occurred when one of the Branch's biggest donors required ILO to compete for resources alongside NGOs and consulting firms;

46 As stated on the FUNDAMENTALS website, <https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/organigramme/governance/fprw/lang--en/index.htm>



- technical expertise on child labour and FL significantly greater than on FACB and gender and non-discrimination;<sup>47</sup> and
- overestimation of the extent FUNDAMENTALS could influence donor priorities in favour of new areas of work.

## DEVELOPMENT OF AN INTEGRATED STRATEGY ON FPRW

### KEY FINDING 7

Institutional mandates and technical expertise on FPRW are spread widely across the ILO, with many parts or units having overlapped and complementary mandates. Inconsistent with its role leading promotional efforts on all FPRW, FUNDAMENTALS remained mainly focused on child labour and forced labour. Internal and external constraints contributed to the Branch's limited progress diversifying its portfolio of activities.

The 2017 Framework for Action recommended the development and promotion of an integrated strategy on FPRW. FUNDAMENTALS followed-up immediately and in late 2017, the GB validated the resulting strategy. A premise of the integrated strategy is that regardless of the FPRW category entry point, be it child labour or FL or decent work in supply chains, all categories of FPRW should be promoted as part of a comprehensive approach.

FUNDAMENTALS' Integrated Strategy on Fundamental Principles and Rights at Work 2017–2023 capitalized on what many previous independent evaluations of IPEC programmes identified as a good programme design to address child labour. The implementation framework included comprehensive strategies bringing together legal framework, policy, research, awareness raising, capacity building and direct-action interventions into a holistic package. The strategy identified four "interwoven" categories of change and expected results in eight areas.<sup>48</sup> In addition, the strategy established three broad thematic priorities for FPRW promotion, in the rural and informal economies, in enterprises and supply chains, and in situations of crisis and fragility. In line with the goal of achieving greater integration, the strategy outlines how each of the original four fundamental principles and rights will be addressed within these priorities and includes measurable benchmarks and targets.



47 Based on data provided by ILO Human Resource Department, at the time of the evaluation, out of 35 FUNDAMENTALS programme staff based in HQ, nine are funded from regular budget, two are Junior Professional Officers and the remainder are funded from technical cooperation. Among those on regular budget are three specialist positions for each of child labour, forced labour and non-discrimination. According to one official, 95 per cent of technical cooperation-funded positions, including both HQ and field positions, are child labour and/or forced labour specialists.

48 The four categories of change were: (1) knowledge and data; (2) public policies and governance; (3) partnerships and advocacy; and (4) employment and protection. The eight expected results were a) enhanced knowledge on the prevalence, causes and consequences of violations of FPRW; b) improved knowledge sharing and evaluation of emerging practices; c) better policies laws and institutions; d) universal ratification of ILO fundamental conventions; e) effective actions by employers' and workers' organizations; f) strengthened partnerships with UN agencies and other stakeholders; g) marginalized workers have a stronger voice; and h) vulnerable families receive legal and social protection.

Despite its intentions, the strategy did not result in a marked increase in the number of projects integrating interventions covering all FPRW categories. The evaluation team's broad analysis of the development cooperation portfolio during the evaluation period uncovers few examples of "integrated" projects and ILO officials generally concurred. However, the team and key informants observed a modest increase in projects integrating interventions to fight child labour and FL. Many of these projects were supply-chain projects covering various sectors/economic activities including garments, logging, fishing, mining, as well as cotton, tea, coffee, cocoa, sugarcane and tobacco production. Although few, projects that integrated all four FPRW were also supply-chain projects (see box 8 on the ILO's integrated project in India).

### ► Box 8. Using an integrated approach to contribute towards decent work in cotton in Telangana, India

ILO is implementing the INDITEX-supported Promoting Fundamental Principles and Rights at Work in the Cotton Supply Chain project in Telangana, a major cotton growing region in Hyderabad, India. The project aims to contribute toward decent work and better livelihoods in cotton growing communities, particularly for agricultural workers and smallholder farmers. In the context of this project, the State Government of Telangana adopted an integrated approach to FPRW in 2019 and rolled it out as a pilot in 2020 in four districts. The ILO contributed to the development of the integrated programme through awareness raising and advocacy activities of the four pillars of FPRW. Key findings from a 2023 independent evaluation<sup>49</sup> of the project include:

- Awareness building activities on the FPRW principles were complemented by mobilization and leadership development among community members to form unions and collectives.
- Project interventions have started to create a positive impact on the lives of workers, including their ability to demand higher wages and better facilities at the workplace.
- It is essential to continue promoting social dialogue and awareness raising on the FPRW framework because of its relevance to other challenges faced by the community.

According to ILO officials, FUNDAMENTALS plans to develop a guide documenting the INDITEX project experience integrating all FPRW with the aim of supporting its adaption to other contexts.



ILO officials suggested a variety of explanations for slow progress on the integration of all four principles and rights into single projects:

- little donor appetite for the approach;
- limited understanding and buy-in by FUNDAMENTALS staff, both in HQ and the field;
- low levels of country-level constituent buy in;<sup>50</sup>

49 ILO, *Integrating Fundamental Principles and Rights at Work: An Evaluation of Cotton Farming in Telangana*. Just Jobs Network, Evaluation Office, March 2023.

50 Challenges with constituents' buy in for integrated approaches are seen in the ILO's limited progress achieving targets against the P&B 2020–21 and 22–23 indicator measuring the number of member states with integrated programmes on fundamental principles and rights at work. The ILO set a target of 17 Member States adopting, significantly revising or operationalizing an integrated programme that promotes all four FPRW at the national, subnational or sectoral level, including in supply chains between 2020 and 2023. In the 2020–21 biennium, the ILO set a target of eight Member States and achieved three. In the 2022–23 biennium, nine country programmes have linked CPOs to the indicator with the intention of achieving a result within two years. However, according to the 2022 P&B progress report, achieving planned results has "faced bottlenecks due to limited progress at the country level on the promotion of freedom of association and the right to collective bargaining and non-discrimination."

- ▶ limited immediate opportunities for working on all four principles together in some contexts (for example, in parts of the informal or rural economy where workers' and employers' organizations have a limited presence); and
- ▶ insufficient expertise and capacity within the FUNDAMENTALS Branch on FACB and non-discrimination.

To these, the evaluation team add that FUNDAMENTALS did not monitor strategy implementation. Although the document sets out benchmarks and indicators with targets, these were not systematically used to track performance and therefore accountability for strategy implementation was weak. Current Branch officials report that they base their annual workplans on the 2017 Framework for Action and the related GB-approved action plan and did not refer to or monitor targets associated with FUNDAMENTALS integrated strategy objectives. Box 9 suggests possible lessons learned.

### ▶ Box 9. Lessons learned from the development of the first integrated strategy for FPRW promotion

Several ILO officials perceived the integrated strategy had been useful as a tool to articulate and promote holistic approaches for FPRW promotion, and for this purpose, they would “do it again”. Before developing a new strategy, the evaluation team proposes the following lessons learned for consideration. They are based on ILO staff feedback.

**Consultations with other branches and field personnel while designing the integrated strategy were insufficient to elicit broad ownership.** FUNDAMENTALS officials at HQ indicated that they did not actively engage other parts of “the House” on strategy development until the final stages. The evaluation team found that many officials within other relevant departments and branches were not aware of the strategy. The same observation applies to field staff. This diminished strategy ownership. One country-level official perceived the strategy to be a “HQ political thing”.

**Not enough was done to explain and contextualize what it meant by an “integrated approach” at the country level in most cases.** According to field staff, government counterparts were not well-informed about the integrated strategy or, if they were, reportedly did not understand the ILO's rationale. Moreover, ILO personnel reported most Member States government structures and ways of working do not line up with the development and implementation of integrated approaches as the people concerned by different FPRW categories are often located in different ministries or departments within ministries.

Single entry-point approaches can be effective enabling integration if organized strategically. According to field staff, constituents' sensitivities about admitting or discussing their challenges related to certain principles probably hindered integration. After years of ILO awareness raising and advocacy, child labour is largely recognized while FL, non-discrimination and FACB are less accepted in some contexts by some constituents. There are cases, such as in Uzbekistan, where the ILO entered with child labour and then was able to expand its scope of action after winning key stakeholder trust. While noting the continued value of child labour as an entry point, both constituents and ILO staff perceived safe and healthy working environment, declared a fundamental principle and right in 2022, to be another excellent starting point to work on other principles because of broad acceptance of its importance.

## Reinforcing synergies between development cooperation and normative body work

### KEY FINDING 8

NORMES and other technical branches frequently use short-term technical assistance to follow up on supervisory body observations. Albeit less consistently, ILO staff considered CEACR observations when they designed larger and more holistic development cooperation programmes. Nevertheless, with relatively few but noteworthy exceptions, normative supervision is seldom the main driver of long duration and relatively more comprehensive development cooperation activities.

The 2017 Framework of Action recommended that the ILO pursue greater synergies between the work of the supervisory bodies on the fundamental Conventions and its development cooperation activities. Although the recommendation may have broader dimensions, the evaluation focuses its analysis on how well ILO development cooperation (its portfolio of donor-funded programmes and projects) builds bridges between its standards-supervision role and vice versa.

The HLE ILO programme staff survey provides insights into how effectively the ILO ensures that the people responsible for implementing its development cooperation programmes understand the normative basis of their work.<sup>51</sup> This is a basic precondition for creating strong synergies between ILO development cooperation and the work of the supervisory bodies. Survey results show:

- ▶ 73 per cent (241 out of 329) of respondents agreed or strongly agreed that they were well-informed on FPRW;
- ▶ 53 per cent of respondents (176 out of 329) affirmed or strongly affirmed that they were well-informed about the role and function of the ILO supervisory bodies. About one in five respondents (64 out of 329 respondents) disagreed, at least somewhat, that they were well-informed.

Although the length of time respondents had spent within the ILO likely influenced their answers<sup>52</sup> the survey results suggest relatively high levels of awareness on FPRW among ILO programme staff but that there is room to strengthen educational efforts on the ILO supervisory body's work.

Many evaluation key informants highlighted successful examples of issues being raised by the supervisory bodies and followed up on by NORMES through technical missions that later developed into large-scale development cooperation programmes. Often cited and relatively high-profile examples are Qatar and Uzbekistan:

- ▶ Although Uzbekistan's CAS cases pre-date the evaluation period, several ILO officials cited ongoing ILO cooperation in the country as a successful example of standards-led development cooperation on child labour and FL. Building on Uzbekistan's successful example, ILO officials reported that efforts are now underway to assist Turkmenistan, which was brought before the CAS twice during the evaluation period to discuss supervisory body observations on FL in its cotton industry.
- ▶ Qatar's treatment of migrant workers was the subject to an article 26 complaint in 2014. In 2017, the GB decided to close the complaint and support the ILO's technical cooperation programme with the Government of Qatar.<sup>53</sup> Since then, the supervisory bodies have noted with satisfaction a series of legal reforms, while also pointing out the need for additional reforms and improved application. According to the 2021 final independent evaluation of the first phase of ILO's technical cooperation programme, the programme design was "well targeted towards addressing the issues raised in 2014 in the article 26 complaint ...".

51 The survey asked respondents their opinion of their knowledge; it did not "test" their knowledge as such.

52 Among survey respondents, about 51 per cent have been with the ILO for six years or more; 38 per cent for one to five years, and about 11 per cent for less than a year.

53 The technical cooperation programme is articulated around five pillars, including: improvement in payment of wages; enhanced labour inspection and occupational safety and health systems; refinement of the contractual system that replaces the *kafala* system; improved labour recruitment procedures, increased prevention, protection and prosecution against forced labour; and promotion of the voice of workers.

These high-profile cases notwithstanding, the HLE evaluation deep-dive study shows that the Office's follow-up on supervisory body comments, at least for those that are discussed before the ILC's Committee on the Application of Standards (CAS), were often addressed through rapid, targeted interventions and seldom led directly to larger scale, more holistic ILO development cooperation programmes (box 10).

### ► Box 10. Deep dive: follow-up to CAS cases and development cooperation programmes, what linkages?

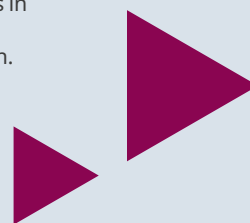
The HLE deep dive examined cases in which the ILC's CAS suggested the Office follow up with TA in its conclusions.<sup>54</sup> The study assessed the Office's follow up and, in cases where the government accepted assistance, analysed the characteristics of the assistance provided.

**Overall, the study showed the Office consistently followed-up on the cases with offers of assistance.** Most often, the assistance provided was with a relatively small budget and of short duration, funded by RBSA, Regular Budget for Technical Cooperation (RBTC), or through mission cost allocations. In other words, with relatively few exceptions, the follow-up to CAS cases did not lead to the preparation and funding of large development cooperation projects. However, in cases where there were already relevant projects in place, the Office likely capitalized on these to help Member States address CAS concerns. Regarding which part of the Office followed up, in FACB cases, HQ-based specialists within the LIBSYND unit (NORMES) led the Office response. With the other instruments, field units or other technical units in HQ, played important, if not leading roles.

- There were 27 cases involving Conventions Nos. 87 and/or 98 during the evaluation period. In five of these, the government explicitly declined or did not follow up on Office offers of assistance. In 15 cases, the Office provided relatively short duration responses such as a mission and/or other technical advisory services including commenting on drafts of remedial law, or similar. In 11 cases, involving eight countries, Office follow up involved somewhat larger budget projects. Two of these were in case study countries (Egypt and Guatemala) and will be discussed in section 2.3 on Effectiveness.
- Out of seven CAS cases on gender equality and non-discrimination (Conventions Nos. 100 or 111), the Office provided relatively short-term TA on four. It is waiting for Member States to follow-up on one and, on the other two, is providing in-depth technical support through a tailored development cooperation project and/or an existing project already in place.
- Out of eight CAS cases related to forced labour conventions (Conventions Nos. 105 and 29) during the evaluation period, only one (Myanmar) was subject to large budget development cooperation programming; activities are now partially paused following the military takeover of Government there. In six cases, the Office provided relatively short-term, tailored assistance to help resolve the issue raised by the CAS and in one case, the Government did not respond to the Office's offer of assistance.

<sup>54</sup> The full deep dive study is available upon request. The evaluation team's rationale for a systematic review of CAS cases is based on practical and technical considerations. Practically, the number of CAS cases involving the fundamental Conventions during the evaluation period (67) was a manageable sample for an in-depth review (in contrast to looking at all Committee of Expert comments and suggestions for TA). Technically, as a method of knowing how gaps in FPRW application identified by the supervisory bodies are incorporated into development cooperation programmes, the CAS approach is useful since the selected cases are often considered the most serious in a particular year.

- ▶ There were 13 CAS cases related to the child labour conventions (Conventions Nos. 138 and 182) during the evaluation period. In four cases, the Office provided relatively short-term, targeted assistance; in two cases, the government did not follow-up on the Office's offer of assistance. In five cases, there were already development cooperation projects in place which the Office may mobilize to address the issues discussed in the CAS.
- ▶ Putting these findings into perspective, one ILO field specialist opined, "Some of the best work the ILO has done is where there is existing trust, pressure from the supervisory bodies as well as other external pressures and sufficient funds to work." On one hand, having a larger budget and the Member State's political will and trust to intervene likely contributes to larger scale, more holistic intervention strategies and more successful outcomes. On the other hand, the deep dive found a few examples of development cooperation activities in areas relevant to matters raised by the supervisory bodies that either did not address or did not go deep enough into those issues of concern.



Regardless of whether supervisory body comments lead directly to larger scale development cooperation, the evaluation found its comments have weight and influence, albeit to differing degrees depending on political systems, stakeholder categories and other contextual factors like existence of trade agreements with labour clauses, degree of economic integration in the global economy, etc. In some cases, this makes the need for "large development cooperation projects" unnecessary, although a few specialists noted the more usual and sometimes very effective smaller interventions may not effectively address root causes of gaps in real world realization of FPRW. Evidence suggesting supervisory comments' influence Office programmes include:

- ▶ The HLE survey asked ILO staff how often they perceived ILO supervisory body comments (not limited to cases before the CAS) were consulted during the design phase of development cooperation projects; about 45 per cent of respondents (141 out of 309) perceived the comments were often, very often or always considered and 18 per cent indicated "sometimes".
- ▶ Most constituents in case study countries who responded to the HLE survey question (21 out of 24) affirmed they were aware of issues raised by ILO supervisory bodies regarding the application of the core labour standards in their country.
- ▶ In key informant interviews, both ILO officials and constituents indicated supervisory comments drew national decision-makers' attention, especially in cases linked with trade and investment. For example, according to a Labour official in Peru, "Everything that involves control mechanisms by international instances (such as CEACR and other ILO Committees, Free Trade Agreements (FTAs) instances) is a priority for the Peruvian State. Mechanisms are immediately activated so that public officials respond."
- ▶ The evaluation team's DWCP analysis showed most DWCPs referred to supervisory comments and in a few countries, the strategic documents contained multiple references, suggesting constituents were aware of supervisory body observations and intended to address issues raised through DWCP activities.<sup>55</sup>

<sup>55</sup> Reference to the supervisory mechanisms is made in 32 out of 42 searchable DWCPs. Of these, six have more than 10 references. Twenty DWCPs included references to comments or recommendations of the CEACR in outcomes. Many DWCPs simply included an indicator to either improve reporting capacities to the Committee of Experts, to resolve outstanding recommendations, or to have no new observations or recommendations in CEACR reports during the DWCP period.



The ILO has a relatively small but growing development cooperation portfolio specifically focusing on improving Member States' application of ILS. For example, the ILO's [Trade for Decent Work](#) and other similar projects<sup>56</sup> aim at improving the application of the ILO fundamental Conventions in European Union (EU) trading partner countries. While there were divergent views on whether NORMES should implement development cooperation programmes among ILO personnel, feedback from country-level stakeholders on the Trade for Decent Work project was positive because it expanded access to normative expertise in the field. Contrary views named the importance of NORMES' role as the nominally neutral secretariat to the supervisory bodies, and limited experience in project backstopping and management.

One HQ-based ILO official indicated that heavy workloads, the large number of comments, and the absence of a "mechanism" that informed them of relevant comments were factors limiting greater use of supervisory bodies' comments. Outside the ILO, the challenge may be even greater, despite the long-existing and highly developed NORMLEX database containing all of the ILO's supervisory work. A recent initiative of the BRIDGE project may contribute to facilitating access to supervisory body comments, at least those on FL. Bringing together information from a variety of sources within and outside the ILO, in 2022 the Office launched the [Forced Labour Observatory \(FLO\)](#). ILO designed the online information repository to provide policy-makers, researchers, governments, social partners, civil society, the business community, donors and international organizations with accurate and up-to-date data/statistics and information on FL. An excellent example of the ILO seeking to improve synergies with its supervisory body activities and development cooperation work, the Observatory draws information from Declaration annual reporting, NORMEX and CEACR reports. However, FLO is dependent on the BRIDGE project to sustain financing to update information in the repository, which poses a sustainability risk.

## EFFECTIVENESS

In this chapter, the evaluation team examines the effectiveness of ILO's strategies and action in five key areas: promoting ratification; advancing FACB rights; furthering gender equality and non-discrimination; and last but not least, progressing toward the elimination of child labour and FL. Its analysis draws on the ILO results reported in the ILO's biennium P&B implementation reports covering the 2018–19 and 2020–21 biennia as well as the findings from the evaluation team's country case studies.

### Promoting ratification

#### KEY FINDING 9

The ILO pursued universal ratification of fundamental conventions using diverse means, provided tailored assistance and seized windows of opportunity, meeting or exceeding most targets.

The 2017 Framework for Action urges the Office to campaign for the universal ratification of the (then) eight fundamental Conventions, taking special note of the lower rates of ratification of Conventions Nos. 87 and 98, as well as the target of 50 ratifications of Protocol No. 29. This subsection examines progress made towards that objective and ways the ILO was effective in its promotional efforts.

Looking back to when the ILO and constituents first discussed the concept of FPRW in 1995, only 21 countries had ratified all the then-existing Conventions that were to become fundamental. Today, 25 years later, 152 countries have ratified all the original eight fundamental Conventions.

<sup>56</sup> Another project with a similar approach is Support GSP+ Beneficiary Countries to Effectively Implement ILS and Comply with Reporting Obligations being implemented in Armenia, Cabo Verde, Panama, Paraguay, Philippines and Thailand, which is also funded by the EU.



Convention No. 182 is universally ratified, and 53 countries have ratified all eight plus Protocol No. 29. The ILO's ratification campaign following the 1998 Declaration resulted in a steep rise in ratifications. By the end of 2017, at the start of the period under evaluation, the number of missing ratifications was 121, not including Conventions Nos. 155 and 187, which became fundamental standards more recently.

**TABLE 6. STATUS OF CORE LABOUR CONVENTION RATIFICATIONS AT THE END OF 2017 COMPARED WITH JUNE 2023**

CONVENTION	C087	C098	C029	C105	C100	C111	C138	C182	P29
Member States yet to ratify end of 2017	33	22	9	14	14	12	17	6	165
Percentage of Member States yet to ratify	17.6%	11.8%	4.8%	7.5%	7.5%	6.4%	9%	3.2%	88.2%
Member States yet to ratify end June 2023	30	19	7	9	13	12	11	0	127
Percentage of Member States yet to ratify	15.5%	10.1%	3.2%	5.9%	6.9	6.4	5.9	0	67.9%

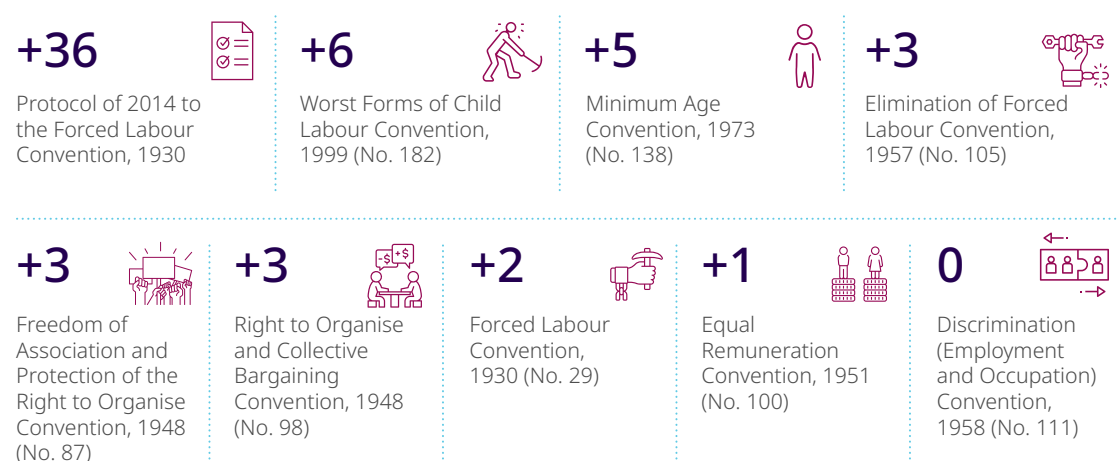
### PROGRESS TOWARD EVALUATION PERIOD OBJECTIVES

The ILO's promotion of ratification is articulated in the P&B under Outcome 2 (Output 2.1 Increased capacity of Member States to ratify international labour standards) where ratification targets for fundamental and governance conventions were reported together. The ILO largely met its targets in 2018–19 and 2020–21 and, based on its last progress report, it is on target to meet its 2022–23 targets. The Office also achieved the GB plan of action target for new core conventions ratifications. As seen in figure 2, between 2018 and March 2023, ILO Member States ratified 59 core instruments.

### STRATEGIES AND KEY ACHIEVEMENTS

The ILO [Centenary Ratification Campaign](#) invited all 187 Member States to ratify at least one international labour Convention in 2019 to mark the Organization's 100th anniversary. Although the Campaign solicited ratification of any ILO Convention, it emphasized the importance of the fundamental and governance Conventions. The ILO Centenary Ratification Campaign delivered the ratification of 70 up-to-date international labour Conventions registered in 2019.

**FIGURE 2. RATIFICATIONS OF FUNDAMENTAL CONVENTIONS, 2018-EARLY 2023**



## ACHIEVEMENT OF UNIVERSAL RATIFICATION OF CONVENTION NO. 182

The ILO's communication and diplomatic efforts directed toward Convention No. 182 non-ratifiers leading up to its Centenary celebration contributed to the Convention's universal ratification in 2020, a landmark accomplishment. At the end of 2017, six countries had not yet ratified Convention No. 182: Eritrea and five Pacific Island nations (Cook Islands, Marshall Islands, Palau, Tonga and Tuvalu). In 2018, the ILO Office Director for the Pacific Island Countries based in Suva, Fiji, undertook missions to each of the five non-ratifiers in the region and reportedly promoted ratifications as a matter of urgency. In association with the Director's missions, the ILO (FUNDAMENTALS, NORMES and CO personnel) organized awareness-raising seminars and conducted personal meetings with the ministers responsible for labour matters. The ILO received four of the five ratifications in time for its June 2019 Centenary celebration. The ILO registered the remaining final ratification from Tonga in August 2020.

In the case of Eritrea, although the Government had indicated in its Annual Review report that it favoured ratifying Convention No. 182 beginning in 2009, the evaluation team did not find evidence of ILO follow-up until 2018. Eritrea reiterated its interest in ratification during an ILO mission related to the country's Convention No. 29 case before the CAS that year. The ILO followed up the next year by organizing a workshop for tripartite stakeholders to discuss challenges and opportunities for Eritrea to ratify Convention No. 182 – workshop participants concluded there were no serious obstacles to ratification and the same year (2019), the Convention was ratified.

## OTHER KEY SUCCESSES PROMOTING RATIFICATION

During the evaluation period, the ILO also contributed to three ratifications each of Convention Nos. 87, 98 and 105; five ratifications of Convention No. 138; and one ratification each of Conventions Nos. 29 and 100, covering 12 countries. In most cases, the ILO provided advice and other TA to the Member States prior to ratification. Box 11 briefly presents the background on some of the ground-breaking ratifications during the evaluation period based on an evaluation "deep dive" into ratifications.<sup>57</sup>

### ► Box 11. Eight countries' diverse pathways towards ratification of core labour conventions, 2018–2022

**Bangladesh** ratified Protocol No. 29 and Convention No. 138 in early 2022. Specialists in the region contributed to making the instruments of ratification, particularly for Convention No. 138. Bangladesh's upcoming graduation from least developed country status and related trade issues reportedly influenced its decisions for ratification. Upon becoming a middle-income country, Bangladesh will no longer be eligible for the Europe Union's Everything but Arms (EBA) trade scheme and hopes to become an EU's Generalised Scheme of Preferences Plus (GSP+) partner, for which ratification of the fundamental ILO Conventions is required.

**People's Republic of China** ratified Conventions Nos. 29 and 105 in August 2022. This was achieved amid widely publicized accusations of FL practices, including a CAS discussion in 2022 alleging people from minority religious communities were being subjected to FL. The ratifications have been credibly attributed to an agreement with the EU to resolve a deadlock in multi-year negotiations of a Comprehensive Agreement on Investment.<sup>58,59</sup> The ILO CO had for many years provided TA and awareness raising promoting the ratifications.

<sup>57</sup> The detailed report with reference is available from EVAL upon request.

<sup>58</sup> Amber Wang and Finbarr Bermingham, "China to ratify ILO forced labour conventions in 'major signal' to EU", *South China Morning Post (Hong Kong)*, 14 April 2022.

<sup>59</sup> Phoebe Zhang, "China ratifies forced labour conventions ahead of visit by UN rights chief", *South China Morning Post (Hong Kong)*, 20 April 2022.

**Iraq** ratified Convention No. 87 in mid-2018. The ratification broke new ground in the Arab States, where there had been only three ratifications of the Convention, all prior to 1976. Based on ILO officials' accounts, the ratification arose from the political window opened by regime change in 2003. The [Solidarity Center](#) was very involved in promoting labour code reforms and the campaign to ratify Convention No. 87. The ILO contributed its expertise at a significant in-country workshop on the subject. The 2015 reform of the labour code created a pathway for its ratification.

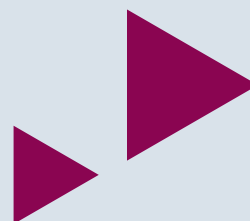
**Japan** ratified Convention No. 105 in mid-2022. The Government had signalled that it was considering its ratification in its Annual Review reports since 2004 and had requested ILO assistance to ensure consistency between the Convention and its national laws. The evaluation team did not uncover evidence that the ILO followed up with tailored TA. Nevertheless, in 2021 Japan moved towards consistency by reforming laws to remove “prison with hard labour” as a punishment for public service employees inciting strikes or participating in other illegal political activities. One year later, it ratified the Convention. The EU-Japan Economic Partnership Agreement, which included labour clauses calling for “sustained efforts ... to pursue ratification” entered into force in February 2019 and may have contributed to Japan moving ahead with the reforms.

**The Republic of Korea's** ratification of Conventions Nos. 87, 98 and 29 in 2021 was the culmination of the ILO's tailored TA, and promotional and supervisory activities provided over many years, if not decades. In the period immediately before ratification, the EU raised issues regarding the Republic's compliance with the EU-Korea FTA. The ILO supported legal reforms which gave teachers, public servants and the unemployed the right to organize. It provided written clarifications to the Government on the scope of the instruments to be ratified. The Office also held consultations with constituents, academia and selected members of the National Assembly proving information on the implications of ratifying the ILO fundamental Conventions.

**Liberia** ratified Conventions Nos. 100 and 138 during the ILC on 13 June 2022, concluding ratification of the original eight fundamental Conventions. An RBSA ILS-focused project promoted these ratifications between 2020–2021. The same project provided support for legal reforms that addressed ILO supervisory comments. These included an amendment to the penal code resolving a prison labour issue under Convention No. 105, and improvements in legislation provisions implementing Convention No. 87 dealing with prohibitions of association in state enterprises and public administration.

**Mexico** ratified Convention No. 98 in late 2018. The ILO supervisory bodies highlighted cases of non-observation of Convention No. 87 on several occasions in the years leading up to the ratification, including a very significant and long-standing case involving “employer protection collective agreements.”<sup>60</sup> The latter case engaged trade partners in the United States and Canada to seek Mexico's ratification and implementation of Convention No. 98 through associated labour law reforms. ILO ILS specialists in Mexico and the region with support from NORMES in HQ supported Mexico's labour law reform process and acted as a neutral observer to reform implementation at the workplace level.

**Sudan:** Sudan ratified Convention No. 87 and Protocol No. 29 in 2021, completing ratification of the original eight, plus one. The ratification was made during a window of civilian Government, following the military overthrow of Omar al-Bashir in 2019 and the dissolution of the transitional civilian Government by the Army in 2021, with TA provided by the ILO ILS Specialist based in Cairo. A project to promote social dialogue and freedom of association in Sudan started prior to the ratification in September 2020 and will continue until October 2023.

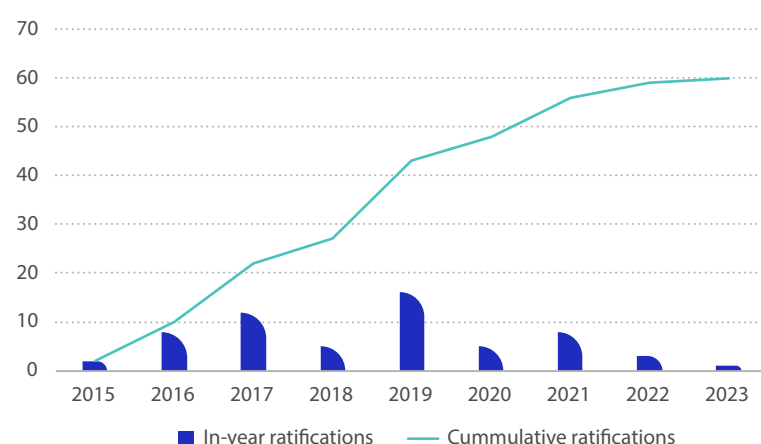


60 These are collective agreements negotiated by “employer friendly” trade unions.

## P29 RATIFICATIONS AND THE 50 FOR FREEDOM CAMPAIGN

The ILO contributed to boosting ratification of Protocol No. 29 through its campaigns and projects, most notably through the Bridge Project which financed the [50 for Freedom Campaign](#). In 2021, the ILO and its coalition partners reached its initial goal, set in the 2017 Framework for Action, of getting the first 50 countries to ratify the Forced Labour Protocol. Protocol No. 29 was adopted in June 2014. The number of Protocol No. 29 ratifications annually and cumulatively since then are shown in figure 3 above. As of mid-2023, there are 60 such ratifications, 38 of which were made during the evaluation period.

**FIGURE 3. RATIFICATIONS OF P29, 2015–2023**



FUNDAMENTALS and DCOMM with support from NORMES jointly implemented the 50 for Freedom campaign, tailoring a communication strategy designed to have a broad appeal by calling to “end modern slavery”. The aim – just below the popular message – was to raise awareness on the Protocol and advocate for its ratification. To increase the visibility of the campaign, the ILO elicited the support of celebrities and influencers. The ILO also leveraged partnerships with corporate sponsors to organize promotional events and attract media coverage. Although the Bridge project had funding to support the project’s target country efforts to promote ratification of Protocol No. 29 as well as its application, the project did not allocate funds to systematically follow up on assistance requests from other countries that arose from the campaign. To overcome the limitation in BRIDGE project funding, an informal working group was constituted in HQ to collect and disseminate intelligence about Members States’ expressed interest in ratification and identify potential sources of funding to provide TA. funds from other projects.

## KEY FINDINGS AND LESSONS LEARNED FROM THE “RATIFICATION DEEP DIVE”

The stories behind Member States’ ratifications of fundamental conventions and protocol during the evaluation period illustrate the enormous role played by contextual factors in each country. They provide examples of the ILO effectively positioning itself to provide support during windows of opportunity. In its deep dive on ratification, the evaluation team observes several trends outlined in box 12.

## ► Box 12. Key findings and lessons learned from the HLE deep dive into ratification

**Annual review reports did not drive TA towards ratification.** Although, in most cases, Member States expressed interest in ratification in their Annual Review reports (part of the Annual Review mechanism of the 1998 Declaration) before ratification occurred and often highlighted areas of required TA, other circumstances, rather than systematic follow-up on the reports, triggered ILO assistance in nearly all, if not all, cases. While the reports provide useful contextual information, they are not extensively capitalized upon by ILO officials in setting the agenda for ratification promotion. Anecdotally, ILO officials have suggested that the Annual Review reporting requirement incentivized some countries to move ahead on ratification to reduce the volume of required reports.

**Trade-related motivations appear to invigorate ratification activity.** This was observed in Bangladesh, Japan, Korea, Mexico, the People's Republic of China and Viet Nam. Preferential trade or investment agreements can be a "carrot" for ratification.

**Supervision of already ratified conventions seem to invigorate ratification activity.** This was observed in the cases of Bangladesh, Eritrea, Japan, Korea (CFA cases), Mexico and Myanmar, but the reasons for this are more subject to speculation. It is possible that the countries' leadership wished to demonstrate its commitment to ILS during periods of scrutiny from the ILO supervisory bodies and/or trading partners to counter negative attention of their labour practices

**The exact contribution of campaigns to ratifications of core Conventions during the evaluation period versus other factors is difficult to measure.** When asked what they perceived to be the motivation for countries to ratify one of the fundamental conventions or protocols during the evaluation period, the HLE survey of ILO programme personnel respondents (n=237) ranked "as a response to ILO ratification campaigns" third behind trade-related and high-level political concerns but before national constituent and civil society organization advocacy campaigns, suggesting ILO campaigns may have had weight but not as much as country specific contextual factors. The evaluation team's analysis suggests the ILO's setting of clear campaign objectives, communicating them, and associating other diplomatic and technical efforts with campaigns were effective in prompting action on ratification.

**Development cooperation contributed positively toward ratification, but projects had conflicting priorities and were often too short.** While welcoming ILO support for communication and advocacy activities and technical support for related legal reforms, national stakeholders in Kenya highlighted that different development cooperation projects tended to promote ratification of different Conventions, with no apparent prioritization. Moreover, Kenyan officials noted projects were often too short to accomplish ratification because of the demanding and time-consuming requirements prior to ratification. The evaluation synthesis report similarly highlights, "Evaluations reported on progress towards ratification of ILO conventions, but the ratification has not yet taken place. This partly speaks to the lengthy process of achieving ratification and makes monitoring of impact in this area for a single project more difficult." In contrast, the ILO's long-term and well-planned approach in Viet Nam, enabled by the Government's setting of clear priorities, produced notably successful results.



## Advancing FACB

### KEY FINDING 10

Few ILO projects addressed structural gaps in fundamental FACB rights, even within the Office's social dialogue, workplace cooperation and industrial relations workstreams. Where they did, examples of positive outcomes include tripartite FACB action plans and social dialogue forums, legal reforms, streamlined trade union registration processes and reinforced capacity in the judiciary.

### OVERVIEW OF RESULTS

ILO's strategies and action promoting FACB are often subsumed under broader objectives found in the ILO's outcome based workplan; for example, in workstreams related to the promotion of improved tri- or bipartite social dialogue and industrial relations. In the 2018–19 biennium, under Outcome 7: Promoting safe work and workplace compliance including in global supply chains (Output 7.2) and in the 2020–21 biennium under Outcome 1: Strong tripartite constituents and influential and inclusive social dialogue (Output 1.4), the ILO actions contributed towards strengthened institutions for tripartite social dialogue, collective bargaining, and industrial relations. Across the two biennia, the ILO recorded 74 CPO results, exceeding their targets (see annex E for details).

Achievements toward Output 7.2 included the establishment of a joint social dialogue forum to enable the social partners in the garment sector to improve compliance and industrial relations in Indonesia. In Bangladesh, the Ready-Made Garment Tripartite Consultative Committee adopted an action plan in 2018 to improve its capacity to deal with shared concerns including policy matters, disputes resolution, capacity building and research.<sup>61</sup> The 2018–19 implementation report highlights achievements in strengthening collective bargaining mechanisms in Myanmar, Senegal, Seychelles and Viet Nam. For example, in Senegal, an ILO diagnostic analysis of collective bargaining in 2018 led to the Government's decision to create bipartite commissions to negotiate working conditions in four sectors and resulted in signed CBAs. Many of the results recorded in 2020–21 refer to the use of tripartite social dialogue to develop effective country responses to COVID-19, especially in Africa, the Arab States and Europe and Central Asia (see the brief discussion on dealing with the pandemic in section 2.1).

However, achievements during the evaluation period related to improved tri- or bipartite social dialogue and industrial relations are not sufficient evidence of progress advancing FACB, since reported achievements may occur within systems characterized by incomplete or weak respect for the right to form, join and operate strong, independent, and free workers' and employers' organizations in law and in practice. As highlighted in earlier discussion of the ILO's results-based work plan and related indicators, explicit outputs and indicators on the extent to which Member States promote and apply fundamental FACB rights are largely absent in the P&B.<sup>62</sup> Specific FACB reforms such as streamlining and increasing the transparency of trade union registration procedures, better monitoring and follow-up of FACB rights violations by the Inspectorate, and/or by reinforcing the capacity of the judiciary to prosecute perpetrators of violence and intimidation of trade union leaders are not explicitly tracked in the P&B except at the outcome level.<sup>63</sup>

61 The 2018–19 report also cites institutions for tripartite social dialogue, including national councils, established or reinforced in Benin, Burkina Faso, the Central African Republic, Georgia, India (at the state level in Tamil Nadu), Mauritania, Montenegro, Nicaragua and Tunisia.

62 Under Outcome 2, Output 2.2 is an indicator measuring cases of progress noted by the CEACR, which may include specific FACB reforms.

63 All three biennia include an outcome indicator for work promoting ILS and authoritative and effective supervision which measures levels of national compliance with labour rights (freedom of association and collective bargaining) based on ILO textual sources and national legislation, by sex and migrant status (SDG Indicator 8.8.2).

## CASE STUDY COUNTRY FACB ACHIEVEMENTS AND CHALLENGES

The evaluation country case studies provide examples of effective ILO strategies and action that contributed to country-level FACB reform efforts. Although there are important ongoing efforts in Bangladesh as well as smaller scale efforts in Cote d'Ivoire, Kenya, Peru and Uzbekistan, this section focuses on the cases of Egypt, Guatemala and Viet Nam, where the ILO recorded noteworthy achievements during the evaluation period.

Egypt and Guatemala both have had a relatively long history of Conventions Nos. 87 and 98 cases before the ILO supervisory bodies. The cases involve the rights of workers to form and join independent organizations of their choosing, repression of trade union activities, and threats or actual violence against trade union members:

- ▶ In Egypt, ILO contributed to the reform of the Trade Union Law in 2017, the first revision in 40 years. The new law broke a single trade union monopoly.<sup>64</sup> However, the revised law included provisions constraining new trade union registration. Following ILO supervision, improving but incomplete amendments to the law were made in August 2019. Following an ILO high-level tripartite mission and follow-up technical support and the convening of key stakeholders, in late 2020, Egypt established a Trade Union (TU) Grievance Committee by Ministerial Decree No. 162/2020. The committee facilitates dialogue between the Ministry of Manpower (MOM) and trade union leaders regarding registration obstacles. Further, the ILO supported the development of new Standing Operating Procedures to simplify and improve the transparency of the registration process. Finally, following ILO-supported training programmes, some judges are reflecting ILS/FPRW standards in their court decisions, including FACB-related cases. Training is being institutionalized within the National Centre for Judicial Study.
- ▶ In Guatemala, prior to the evaluation period, the ILO supported the development of Guatemala's Road Map on FACB related reforms and actions<sup>65</sup> and from 2018 onwards implemented four projects<sup>66</sup> (with budgets totalling US\$2.2 million) to support Road Map implementation. ILO supervisory bodies continued to monitor progress during the evaluation period.<sup>67</sup> Although constituents have differing views on its extent, most agree Guatemala has made progress on improving tripartite social dialogue, the resolution of cases of murdered union leaders, reinstatements of laid-off workers, legislative reforms, and increasing the number of CBAs.

In both countries, important obstacles to fundamental FACB rights continue and there is much more progress to be made. For example, in Guatemala, key informants highlighted that the social dialogue mechanisms created to discuss unresolved Road Map issues are often not productive, the pace of holding perpetrators of past violence against labour activists responsible is slow, and workers' organizations face continued challenges to organizing workers and defending their rights. In Egypt, cases of non-registration of trade unions remain to be resolved and laws continue to need reform in accordance with supervisory comments, and then applied in practice. Nevertheless, the evaluation team's analysis of ILO's success to date contributing towards progress suggests the following good practices:

64 Additional information may be found in a pre-law reform background paper by Joel Beinin, "[The Rise of Egypt's Workers](#)", *The Carnegie Papers*, June 2012.

65 The Road Map includes nine indicators through which progress is monitored. These relate to recognition of rights, laws and implementation issues including trade union registration, reinstatement of dismissed workers, awareness raising, recognition of CBAs, mediation and conflict resolution.

66 Sustaining strengthened national capacities to improve ILS compliance and reporting in El Salvador and Guatemala, March 2018–July 2020, US\$458,000 funded by the EU; Strengthening of the National Tripartite Committee on Labour Relations and Freedom of Association in Guatemala for the effective application of international labour standards, June 2021–February 2023, US\$462,000 funded by RBSA; Support the State of Guatemala in fulfilling the commitments of the Roadmap on Freedom of Association and Collective Bargaining, August 2022–January 2024, US\$351,405 funded by the EU; Strengthened capacity of Member States to ratify and apply international labour standards and to fulfil their reporting obligations, October 2017–December 2021, US\$946,000 funded by RBSA.

67 The CAS discussion in June 2022 followed up on the case, including a review the Tripartite National Committee's activities toward Roadmap implementation. In September 2022, the ILO sponsored a joint mission involving the International Trade Union Confederation (ITUC) and the International Organisation of Employers (IOE), with key findings reported to the GB in November 2022.



- ▶ **Leveraging external pressures.** In Guatemala, the United States' case against Guatemala under the Central American FTA formed the backdrop for ILO interventions.<sup>68</sup> In Egypt, Disney's decision to ban Egypt from producing its goods and the role of Better Work in helping to lift the ban in 2017 framed work there.<sup>69</sup>
- ▶ **Creating a Road Map.** Based on Guatemala's experience and other examples identified by the evaluation's deep dive on ILO follow-up on CAS cases, the development of a "road map" proved a useful strategy in creating a concrete nominally agreed upon plan for what is to be done to correct the problems identified by the supervisory bodies.
- ▶ **Creating momentum through high-level tripartite missions.** In both Egypt and Guatemala, ILO high-level monitoring missions – both expert and tripartite – helped to keep up pressure for reforms and the implementation of agreed road maps.
- ▶ **Using core funding to get the ball rolling.** In Egypt, Guatemala and elsewhere, mobilizing resources for FACB related interventions is reportedly challenging because of the political sensitivity of the issues involved. By starting off with core funding, the ILO was able to begin work and, in Egypt and Guatemala, leverage additional funding.
- ▶ **Engaging judicial officials.** Where there is an independent judiciary with scope to address FACB, building up its capacity is important, particularly where ratifications have been made. This was done in both Egypt and Guatemala.

Viet Nam is another case study country where the ILO made significant contributions to ongoing FACB-related reforms. Through a series of projects,<sup>70</sup> the ILO contributed to Government and social partners' progress towards aligning with Conventions Nos. 87 and 98. Important contextual factors for ILO's work in Viet Nam included: a) the country's high degree of integration into the international economy; b) importance placed by the Government on signing FTAs and the inclusion of labour clauses in those agreements; and c) the complexity of moving from State-controlled workers' and employers' organizations to free and independent ones. Box 13 highlights ILO's strategy in Viet Nam and key lessons learned.

### ▶ Box 13. ILO's slow and steady approach to promoting FACB

Seizing the openings related to Viet Nam's interest in developing a globally integrated, socialist-oriented market economy, and signing trade agreements with FPRW-respecting labour clauses, ILO advocated for the ratification of Conventions Nos. 98 and 87 and provided TA in the 2019 revision of the Labour Law. The Organization continues to support the implementation of its new provisions. Lessons learned and good practices from this work include:

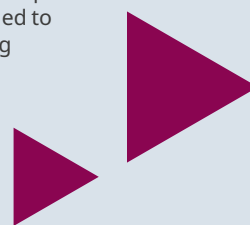
68 The 2017 United States-Guatemala dispute under the Dominican Republic-Central America Free Trade Agreement (CAFTA-DR) was the first instance in which a labour law complaint was disputed under the arbitration mechanisms of an FTA.

69 Entry of ILO highlighted as a condition for lifting the ban by Egypt's Ministry of Trade and Industry. See: Egypt Ministry of Trade and Industry, "[Disney lifts ban on Egyptian garment exports: Minister](#)", *News*, 2 July 2017.

70 Covering the evaluation period, these projects are: New industrial relations framework in respect of ILO Declaration on Fundamental Principles and Rights at Work, September 2016–April 2026, US\$9,750,000 funded by the United States; Viet Nam: New Industrial Relations System (NIRS), March 2020–March 2025, US\$1,058,172 funded by Canada; Promoting Innovative Practices of Collective Bargaining and Social Dialogue among Employers', Workers' Organizations and Government in Line with the New Labour Code, and Ratified Conventions 98 and 144, June 2020–June 2022, US\$118,867 funded by Japan; New Industrial Relations Framework in Respect of the ILO Declaration on Fundamental Principles and Rights at Work (NIRF/FPRW), December 2016–December 2020, US\$2,182,878 funded by Japan; Viet Nam: New Industrial Relations Framework, March 2017–September 2019, US\$297,154, funded by Japan.

**The need for long-term approaches.** Viet Nam's FACB reforms required time and continuous TA to identify and clarify needed changes and their implications for the system of labour market governance. ILO's decades-long assistance in the areas of industrial relations and freedom of association were made possible through numerous and relatively large development cooperation projects. They were needed considering the time required for complex structural challenges. The reforms, especially allowing for multiple workers' organizations, brings challenges for both workers' organizations and employers, and new responsibilities (such as dispute resolution mechanisms and institutions) for government entities. Full implementation of the 2019 labour law reforms will not occur until 2024, according to a decree from the ruling party.

**Low awareness of FACB in government, employers, and workers presents both challenges and opportunities.** Implementing reforms involves several ministries who have varying degrees of awareness about FACB and differing concerns on the implications for Viet Nam. The lack of awareness among employers and workers also presents challenges. The opening up of the formation of trade unions offers workers more opportunities for FACB but potentially creates membership pressures on the existing centralized trade union and raises questions on how to capacitate new trade unions in line with the labour law, and their role and responsibilities. Beyond supporting legal and institutional changes, ILO assistance is needed to engage with new partners and in new industries through capacity building and awareness raising.



## Furthering gender equality and non-discrimination

### KEY FINDING 11

Among noteworthy results on gender equality and non-discrimination, the Office successfully extended the Equal Pay International Coalition and the Global Business Disability Network. Nevertheless, except in the area of equal opportunities for persons with disabilities and other persons in vulnerable situations, the Office struggled to achieve its P&B objectives, which it attributed to the emerging nature of some workstreams (for example, the care economy) and because gender and inclusion reforms were relatively low priority policy areas during the COVID-19 crisis period.

The 2017 recurrent discussion indicated only modest progress had been made in reducing gender gaps in the labour market, including the gender pay gap since 2013. Women continued to be overrepresented in low-paid work and non-standard forms of employment and to perform the majority of unpaid household and care work. The report also highlighted areas of progress, notably, most countries had non-discrimination legislation and policies in place and grounds of discrimination had expanded beyond those contained in Convention No. 111 (most commonly to include disability and age). The report indicated that accessibility of all marginalized groups to mechanisms addressing discrimination remained a challenge with issues such as burden of proof and fear of victimization often cited as obstacles.

### OVERVIEW OF RESULTS

The development cooperation dashboard lists 124 projects which contributed towards Outcome 6: Gender equality and equal opportunities and treatment for all in the world of work of the P&B between 2018 and 2022, with a total project expenditure of US\$32.7 million and total budget of US\$39.9 million. Gender equality and non-discrimination was a cross-cutting policy driver during the 2018–19 biennium. The ILO included a gender and non-discrimination marker in the P&B reporting by COs. In total, 53 per cent of 2018–19 results were reported to have made a significant

contribution to or targeted specifically the advancement of this driver. However, ILO officials reported how different countries reported against this driver was inconsistent and not necessarily indicative of specific results advancing the application of Conventions Nos. 100 and 111.

In the 2020–21 and 2022–23 biennia, the ILO focused its support on four outputs related to the Member States' capacity to promote investments in the care economy, equality between women and men in the world of work, measures against violence and harassment, and equal opportunities and treatment for all. The ILO reported a total of 62 results toward 47 CPOs between 2020–2021. The P&B 2022 progress report indicated the Office had made steady progress under Outcome 6 in 2022 and achieved some notable milestones, especially related to global deliverables.

The ILO was below target for all performance indicators except for one (see Annex E for details). It exceeded its target for the number of Member States that have measures to ensure equality of opportunities and treatment (Indicator 6.4.1).

### THE CARE ECONOMY

The ILO contributed to Output 6.1. Capacity to promote investments in the care economy, with interventions to promote legal and regulatory reforms on maternity and paternity provisions, childcare friendly workplaces, and social protection and other public services that address unpaid care inequalities. There are only seven projects which are listed on the development cooperation dashboard as contributing to Output 6.1 between 2018 and 2022, possibly a reflection of the emerging nature of the issue after the COVID-19 pandemic. However, the Office produced a significant volume of research and guidelines with potential to support future engagement on the care economy by COs. For example, the ITCILO is developing a course on building knowledge on investing in care to advance gender equality that will be launched in 2023.

Albeit in relatively few countries, the ILO's country-level work on the care economy produced several noteworthy results. For example, in Argentina, ILO technical support on amending economic policies, which included a full costing of investments in the care economy, was critical in supporting the design and budgeting of National Integrated System of Care Policies. In Jordan, through contributions from the Strengthening the Right to Pay Equity and Childcare project, the Jordanian National Commission for Women revised the national framework on childcare to include accreditation to nursery workers as well as employers in the sector, a validation of its importance in the national economy. Also, in Jordan, the Social Security Corporation amended the social security law to permit the use of Maternity Insurance programme reserves to cover childcare costs for working mothers required to return to work while schools remained closed as part of COVID-19 containment measures. In Peru, the ILO supported the Ministry of Women and Vulnerable Persons' Affairs, in collaboration with the private sector, to develop a package of tools and an associated communication campaign to promote practices on balanced distribution of domestic and care responsibilities between men and women.

### GENDER EQUALITY

Although the ILO set out a transformative agenda for gender equality that included reforming discriminatory laws, policies and practices, and eliminating violence and harassment from the workplace, it missed most of its related targets in the P&B 2020–21 biennium, some by a wide margin.<sup>71</sup> Challenges that negatively affected progress include limited awareness and understanding of complex issues involved in ensuring "equal pay for work of equal value" and limited political will, especially during the COVID-19 pandemic lockdown period when Member States' priorities were elsewhere.

Despite these challenges, the evaluation team found examples of progress in case study countries. In Viet Nam, through TA for the 2019 labour revision, the ILO contributed to legal reforms to

<sup>71</sup> The Office set the target of 12 Member States with policies to promote substantive equality of opportunity and treatment between women and men in the world of work, and strategies for their implementation, and eight Member States with policies to promote the effective realization of the right to equal remuneration for work of equal value between women and men, and strategies for their implementation, and achieved eight and one, respectively.

overcome gender stereotypes and occupational segregation. Prior to the reforms, Viet Nam prohibited women of child-bearing age from certain professions based on gendered notions about the suitability of women and men for specific job types. The labour code no longer prohibits women from working in these occupations but requires information on potential health risks to be given. The revision of the labour code also addressed other areas of gender-based discrimination. Paternity leave is now granted. Additionally, the differences in the retirement age of men and women have been reduced, although not eliminated completely. The law also specifically defines bases of discrimination for the first time.<sup>72</sup>

In Egypt, the Way Forward After the Revolution – Decent Work for Women project contributed to the creation of a Gender and Women's Economic Empowerment Unit within the Ministry of Manpower. The unit is a tripartite plus group run by Ministry staff. The same project also provided technical support to the Gender and Non-Discrimination Unit of the Ministry of Manpower to develop and operationalize two Ministerial Decrees (44 and 43) that removed restrictions on women's ability to work at night and in certain occupations and increases requirements on employers to ensure necessary safety measures for protecting women at work, such as safe transportation and health care.

At the global level, the ILO contributed to expanding the Equal Pay International Coalition (EPIC), which is actively conducting research and awareness raising to close knowledge gaps and promote greater buy in from Member States of pay equality (see box 14).

#### ► Box 14. EPIC, a promising multi-stakeholder initiative to promote greater understanding of Equal Pay for Equal Work

EPIC is a joint initiative of the ILO, UN Women and OECD. The ILO's High-level Evaluation of Gender Equality and Mainstreaming Efforts, 2016–21 found EPIC to be "a successful partnership, helping to position the ILO in this key equality debate and effort."<sup>73</sup> ILO staff perceived EPIC features important strengths but also faces challenges achieving quick results.

**Effective collaboration between different branches within the ILO.** EPIC is a collaboration of FUNDAMENTALS and GEDI. The involvement of highly committed senior-level representation from both branches within the Secretariat of EPIC has favoured strong teamwork.

**Led by organizations with different strengths.** Each of the lead organizations brings to the table value-added expertise including the ILO's comparative advantages in the world of work and its internationally recognized normative framework, OECD's strong research capabilities, and UN Women's knowledge and experience promoting women's empowerment.

**Requires upfront commitment to addressing the issue of equal pay rather than simply using membership as "window-dressing".** The coalition has developed membership standards that must be met before joining.

Nevertheless, not all members are equally active. For example, based on stakeholder accounts from Egypt, the country while becoming a member of the Steering Committee has not yet taken concrete steps to address pay disparities; doing so is also something being specifically supervised by the CEACR under ratified Convention No. 100. Moreover, ILO personnel highlighted the fact that there are very few members of workers' organizations from Francophone Africa and that attracting them has been a challenge.

<sup>72</sup> Clause 8 of Article 3 of the Viet Nam Labour Code 2019 defined discrimination on the grounds of race, skin color, nationality, ethnicity, gender, age, pregnancy, marital status, religion, opinion, disability, family responsibility, HIV infection, and the establishment of or participation in trade union or internal employees' organizations in a manner that affects equality of opportunity in employment.

<sup>73</sup> ILO, *High-level independent evaluation of ILO's gender equality and mainstreaming efforts, 2016–21*, 2021, 23.

## VIOLENCE AND HARASSMENT

The ILO reported significant results on Indicator 6.3.1: Number of Member States that have reviewed relevant laws and policies in the light of Convention No. 190 and Recommendation No. 206, identified gaps, and taken measures to address them. The ILO capitalized on momentum from the adoption of the 2019 Convention No.190 to contribute to reforms in this area. Case study country achievements included:

- ▶ Peru ratified the Convention and it came into force. Stakeholders in Peru reported that ILO has raised awareness of the Convention, and also had responded to requests from the Table for the Promotion of Human and Labor Rights in the Telecommunications sector for technical support in understanding the convention.
- ▶ Despite not yet being ratified, stakeholders in Viet Nam indicated the provisions of Convention No. 190 had been important during the revision of the Labour Code in 2019 which enabled ILO to make suggestions on violence and harassment.
- ▶ In Kenya, stakeholders acknowledged the importance of Convention No. 190 in raising the awareness of workers on violence and harassment. The ILO has utilized funding from the CAPSA<sup>74</sup> project, which focuses on the elimination of child labour, to support workers' organizations to petition the Kenyan Parliament to ratify Convention No. 190.

Despite the progress made in this area, the achievements reported under Output 6.3 in the P&B 2020–21 report were below target. Sixteen Member States developed laws and policies aligned with Convention No. 190, four less than the target of 20. Thirty-one Member States have ratified the Convention since its adoption in 2019, and thus there is the potential for more Member States to adopt new laws in the current biennium. The progress report on Outcome 6 for 2022 highlights that more practical guidelines and tools are needed to address violence and harassment at work, and awareness raising and operationalization of this work among social partners remains a work in progress.

## INCREASED CAPACITY OF CONSTITUENTS TO ENSURE EQUAL OPPORTUNITIES FOR PERSONS WITH DISABILITIES AND OTHER PERSONS IN VULNERABLE SITUATIONS

The only indicator in Outcome 6 which the ILO reported an over-achievement against targets was Indicator 6.4.1: Member States with measures to ensure equality. ILO officials attributed success on this indicator to work done under UNAIDS. The ILO was reportedly able to leverage its expertise in addressing labour rights and HIV-related issues to support Member States in their response to the COVID-19 pandemic.<sup>75</sup> An ILO official also believed both the adoption of Convention No. 190 and the momentum on addressing violence and harassment and the adoption of a safe and health working environment as the fifth fundamental principal and right was important in the achievements of the ILO's work on HIV/AIDS. The ILO has worked on the intersection of discrimination based on gender and gender identity and HIV status and the heightened risk of violence. In Indonesia, ILO developed a training guide and modules on [Raising awareness of harassment, violence and HIV/AIDS vulnerability among women seafarers, women seafarers' groups and women working in the maritime environment \(in Bahasa, Indonesia\)](#) in 2022. During the evaluation period, Member States have included HIV status as prohibited grounds for discrimination in new or updated laws. Members States that have updated their laws include Eswatini, Malawi, Mozambique, the United Republic of Tanzania and Viet Nam.

The ILO has also achieved successes in equal opportunities for persons with disabilities during the reporting period. At the global level, ILO officials identified the collaboration between GEDI and SOCPRO to have been significant in advancing ILO's agenda on disability inclusive social protection. The ILO collaborated with the International Disability Alliance on a consultation process which led to the adoption of a [Joint Statement on Inclusive Social Protection](#) by 21 major agencies and

<sup>74</sup> [Capacity Strengthening of Governments to Address Child Labor and/or Forced Labor, and Violations of Acceptable Conditions of Work in Sub-Saharan Africa](#) project.

<sup>75</sup> ILO programme implementation 2020–21, 51.

donors. The ILO also expanded the Global Business and Disability Network during the period. At the country level, there is evidence that disability inclusion is still not being sufficiently included in ILO projects. Despite this concern, the evaluation team found examples of progress in case study countries:

- ▶ **Kenya:** The ILO capitalized on interest from constituents in disability inclusion as a result of Kenya being a co-host of the inaugural Disability Inclusion Summit with the Government of the United Kingdom and the International Disability Alliance. During the evaluation period, ILO supported the development of the Kenya Business and Disability Network and worked with the Kenya National Statistics Bureau to improve analysis of disability data from the national labour-force survey.
- ▶ **Egypt:** Law No. 10 of 2018 was adopted with strong political backing by the President. The Supreme Standing Committee for Human Rights has consolidated, as of December 2020, a presentation on National Efforts to Promote and Protect the Rights of Persons with Disabilities in Egypt on the Occasion of the International Day of Persons with Disabilities. The ILO has also focused on addressing the employment gap of persons with disabilities through technical support to ensure Technical Vocational Education and Training (TVET) institutions are disability inclusive in Egypt.

Addressing discrimination against LGBTQI persons has been a challenge during the period. Various Member States have introduced laws criminalizing same-sex relationships and one ILO official shared with the evaluation team that it has been increasingly difficult to raise the topic in ILC sessions and at a national level. ILO's work on HIV/AIDS provided an entry point for interventions with the LGBTQI+ community. It was noted by one ILO official that joining LGBTQI+ inclusion with other responses enhanced the possibilities of addressing the subject. GEDI and FUNDAMENTALS collaborated to develop [\*Inclusion of lesbian, gay, bisexual, transgender, intersex and queer \(LGBTIQ+\) persons in the world of work: A learning guide\*](#) and, in Botswana, the ILO utilized funding for HIV/AIDS to provide financial support and technical guidance to pilot the guide (box 15).

### ▶ Box 15. The Global Business and Disability Network – global collaboration supporting businesses to strengthen disability inclusion

The ILO promoted the Global Business and Disability Network and its national chapters as platforms for business-to-business support and peer-to-peer learning on disability issues. The platform's main membership is businesses, although national networks have associate members which can include workers' organizations and civil society organizations. The ILO engaged national networks in its programmes on disability inclusion for businesses in several countries. In China and the Philippines, the national networks took part in the "digital in demand" initiative on digital skilling and employment for persons with disabilities. The network has also been embraced by other organizations. The UN Global Compact in Nepal is leading the establishment of a national network in collaboration with the employers' federation, Sightsavers International has successfully supported the establishment of a network in Pakistan, and the Valuable 500, a global initiative of companies has voiced interest in supporting the establishment of more national networks.





## Progressing toward the elimination of child labour and forced labour

### KEY FINDING 12

ILO contributed to many positive results toward the elimination of child labour and forced labour, an area where it continues to have relatively high volumes of activity. The Office strengthened policy frameworks and action plans and expanded the Alliance 8.7. In line with 2017 Framework for Action recommendations, it supported updating hazardous lists and supported communication and advocacy activities at various levels. Despite the previous, the Office missed many of its targets in the P&B 2020–21 biennium.

In 2017, global estimates showed that child labour was continuing to decline but that the target for the elimination of its worst forms, initially set for 2016, had been missed. The ILO's latest FL estimates (from 2012) counted 21 million victims, most of them working in the private economy.<sup>76</sup> The 2017 Framework for Action urged the Office to continue its efforts towards achieving SDG target 8.7 by:

- ▶ reinforcing its work on information dissemination and awareness raising, especially at the national and local levels;
- ▶ providing further guidance on the development of lists of hazardous work prohibited for children, in line with Convention No. 182;
- ▶ addressing enforcement challenges including those affecting the prevalence of child labour and FL in hard-to reach workplaces and occupations;
- ▶ advocating for stricter penalties for FL violations; and
- ▶ strengthening efforts to reduce vulnerabilities, especially among marginalized communities, by addressing root causes.

### OVERVIEW OF RESULTS

The development cooperation dashboard lists well over 200 projects between 2018 and 2022 dealing with child labour or FL. Looking only at projects classified under the IPEC+ Flagship Programme,<sup>77</sup> the evaluation found 105 projects with expenditures totalling nearly US\$208 million contributing to over 70 CPOs.

- ▶ In the 2018–19 biennium, the ILO worked toward three outputs related to building constituents' institutional capacity, laws and policies, and partnerships to protect workers from unacceptable forms of work (Outcome 8). The ILO recorded 89 results, largely meeting its targets.
- ▶ In the 2020–21 and 2022–23 biennia, under Outcome 7, Output 7.1, the Office performance indicators measured its contributions towards building Member States' capacity to develop integrated programmes on FPRW, become "Pathfinder countries" in the [Alliance 8.7](#), and develop action plans on child labour. The ILO reported a total of 33 CPO results during the 2020–21 biennium, missing all its targets, with the greatest gap found on Member States' development of integrated programmes.

Reflecting on the Offices relatively poor performance in achieving its objectives in 2020–21, several ILO staff perceived the problem was in the choice of indicators and highlighted challenges discussed earlier in this report on promoting integrated approaches at the country level. For its part, the evaluation team identified many achievements in the child labour and FL workstreams that were poorly captured in the P&B. Some "uncaptured" achievements were attained through FUNDAMENTALS' collaboration with other parts of the ILO and are discussed in the next section on Efficiency.

<sup>76</sup> The ILO's 2021 global report updated this figure to 27.6 million.

<sup>77</sup> The IPEC+ Flagship Programme brings together two leading ILO technical cooperation programmes – the International Programme on the Elimination of Child Labour (IPEC) and the Special Action Programme to combat Forced Labour (SAP/FL). The evaluation is not sure why some projects on child labour or forced labour implemented during the evaluation timeline are not classified under IPEC+; most appear to be older projects.



## ACHIEVEMENTS STRENGTHENING POLICY AND ENFORCEMENT FRAMEWORKS

Across the 2018–18 and 2020–21 biennia, 40 Member States developed national action plans (NAPs) on child labour or FL, reflecting FUNDAMENTALS strong support to constituents on strengthening policy frameworks. For example, the final evaluation of the BRIDGE project reported the project's contribution to the development of a total of 10 policies, NAPs, or legislation on FL in Malaysia, Mauritania and Peru. Although in many countries with child labour and FL projects, policy work focused on the national level, the ILO has also promoted subregional and municipal action plans, noted by a few key informants as an area where greater efforts are needed. The ILO likewise contributed to regional action plans and their implementation in Africa, Asia and Latin America. For example, the Regional Initiative Latin America and the Caribbean Free of Child Labour brings together an alliance of 31 countries in the region. In South Asia, work on child labour is one of a few areas where countries in the subregion still cooperate, despite on-going tensions, according to one ILO official.

Member States committed to NAPs on child labour and FL as part of their commitment as pathfinder countries in the [Alliance 8.7](#). As the Secretariat of Alliance 8.7, the ILO contributed to increasing the number of "Pathfinder countries" to reach 22<sup>78</sup> during the evaluation period. With assistance from the ILO, more than half of the pathfinders have developed a road map for action and established multi-stakeholder coordination mechanisms to achieve SDG target 8.7 (eradicating child labour, FL, modern slavery and human trafficking).

## RAISING AWARENESS

In line with the 2017 Framework for Action recommendations on awareness raising and advocacy, the evaluation period featured two global media campaigns on child labour. The first campaign marked 2021 as the [International Year for the Elimination of Child Labour](#) and the second the [5th Global Conference on the Elimination of Child Labour](#) hosted by the Government of South Africa in Durban. The ITCILO provided communication support for the Global Conference and the accompanying Raise Your Hand for Kids campaign. The ITCILO communication support extended also to producing content for the Alliance 8.7 including the [In their own words](#) series of interactive stories designed to increase understanding of the negative consequences of child labour and convey hope that viable solutions exist using success stories.

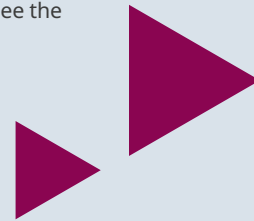
The ILO continued to support World Day Against Child Labour communication and advocacy activities and in some countries, where it had projects, supported larger scale awareness-raising activities. Two thirds (14 out of 22) of the HLE case study constituent survey respondents thought the ILO had been effective or very effective in communicating the importance of the FPRW in their country during the evaluation period. Box 16 highlights the successful support for child labour awareness raising provided by ILO's ENHANCE project in Viet Nam, based on an independent evaluation report.

78 Alliance 8.7, Pathways to Progress website, see <https://www.alliance87.org/pathfinders>

### ► Box 16. ILO support for Viet Nam communication campaigns on Child Labour

ENHANCE implemented wide-ranging communication and advocacy strategies targeting diverse audiences via multiple communication media and using many innovative methods. These were implemented in collaboration with a variety of national and international partners, including labour ministry officials on all levels, employers' and workers' organizations, journalists and media outlets, and other UN organizations and INGOs. ENHANCE supported training and the development and diffusion of communication materials. According to one MOLISA official, "A key success of this project was raising the awareness of companies in the formal sector. They now know that that they should address child labour in their supply chain." A district labour official reported, "Through the capacity building activities that ENHANCE provided, I know how to facilitate good small group communication." One ILO programme manager remarked, "With all of the work we have done with media, their [journalists] awareness is much better. Now they see the importance of the issue."

Source: U.S Department of Labor, [\*Final Performance Evaluation Technical Support for Enhancing National Capacity to Prevent and Reduce Child Labour in Vietnam \(Vietnam ENHANCE\)\*](#), 2021



### VICTIM AND REFERRAL SERVICES

In several HLE case study countries, the ILO contributed to strengthening victim services including care and reintegration, a workstream that cuts across child labour, FL and trafficking. These are key elements of Protocol No. 29. For example, in Peru, with ILO support, the number of shelters or care centres specialized in child victims of human trafficking increased from two to seven. In Kenya and Peru, the ILO contributed to developing standards and guidelines on victim care and, in Guatemala, Kenya, Peru, and Viet Nam, the Office contributed to strengthening public referral mechanisms designed to link vulnerable households and/or victims to government social service programmes. In many of these programmes, specialized NGOs played a key role. All these ILO contributions should support ratification of Protocol No. 29 in Kenya, Guatemala, and Viet Nam.

### HAZARDOUS LISTS

During the 2018–19 biennium, seven Member States introduced or updated lists of hazardous child labour. The 2017 Framework of Action specified work in this area as an important strategy to combat the large numbers of youth of legal working age found to be in the worst forms of child labour (WFCL) because of hazardous conditions. It is also a specific requirement of the universally ratified Convention No. 182 and something systematically monitored by the ILO's supervisory bodies. In 2018, to advance work in this area, FUNDAMENTALS published a brochure on Convention No. 182 entitled [\*An Introduction to Legally Prohibiting Hazardous Work for Children: Basic Principles regarding Child Labour\*](#). In all case study countries, the evaluation team found either past or ongoing efforts on determining hazardous work for children, an area of effective integration between the ILO's efforts to promote safe and healthy working environments and the elimination of child labour. For example, in Peru, the country completed its third update of its hazardous list, the first that received significant input from ILO OSH specialists.

## EFFICIENCY

The 2017 Framework for Action suggested eight ways that the ILO could improve its planning and resource allocation to improve its efficiency in promoting FPRW. To use increasingly scarce resources more effectively, the Framework urged the Office to:

- ▶ capitalize more effectively on the complementary strengths of different departments to support the ILO's FPRW promotion efforts at the country level;
- ▶ integrate or mainstream FPRW in other major workstreams such as the future of work, global supply chains, labour migration, forced displacement/crisis migration, rural and informal economies, and social protection;
- ▶ focus on areas of greatest need and where the ILO has a strong comparative advantage; and
- ▶ increase the scale and duration of its projects on FPRW.

This subsection assesses the extent to which the ILO has been able to apply Framework recommendations.

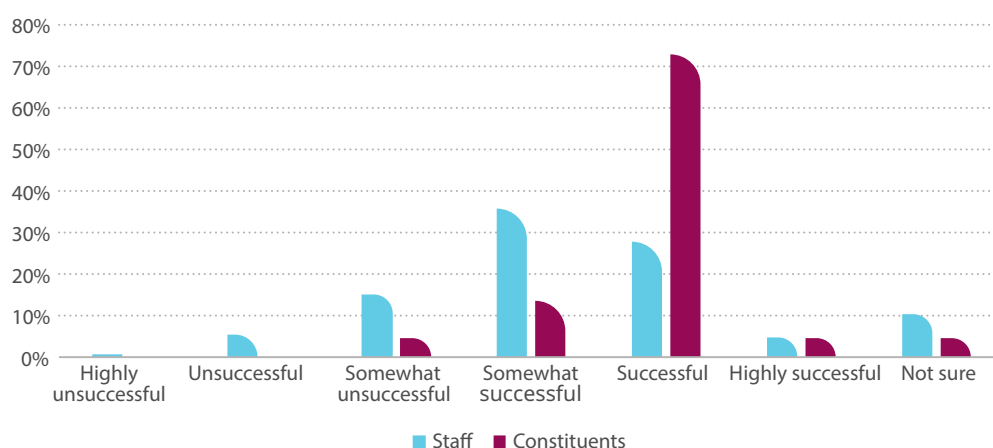
### Bringing together technical expertise

#### KEY FINDING 13

ILO programmes on decent work in global supply chains and migration governance mainstreamed FPRW, with Fair Recruitment and Multinational Enterprise (MNE) Declaration-related programmes being noteworthy examples. Child labour and social inclusion programmes also mainstreamed social protection, social finance, livelihood development and/or labour inspection strengthening in project intervention strategies. Otherwise, broad-based, holistic approaches in which different departments agreed on ways to share resources strategically toward FPRW promotion were not common.

Within the ILO, perceptions diverged on the extent of inter-departmental cooperation to promote FPRW, based on the evaluation surveys. As seen in figure 4, about a third of HLE ILO personnel survey respondents (98 out of 291) perceived that coordination and collaboration within the ILO had been “successful” or “highly successful” and a little over a third thought it had been “somewhat successful”. Constituent perceptions of internal coordination within the country programme in case study countries was generally positive with 17 out of 22 respondents giving a satisfactory or highly satisfactory rating.

**FIGURE 4. PERCEPTIONS OF ILO STAFF AND CONSTITUENTS OF OFFICE EFFECTIVENESS IN COORDINATING FPRW ACTIONS INTERNALLY**



While the evaluation team observed many examples of ILO officials from different parts of Organization capitalizing on their complementary expertise and working together on FPRW-related action, this was most apparent in output-oriented activities with often short-term objectives, for example the development of guidelines, a workshop, or an assessment versus higher level, joint strategic planning and resource sharing. The HLE FPRW evaluation synthesis review highlighted a few examples of projects leveraging technical support from ILO regular budget-financed specialists, which evaluators reported resulted in improved cost efficiencies. The 2010–2019 synthesis review of ILO supply chain projects, which reviewed 40 independent evaluation reports, found most reports did not consider the ILO's institutional synergies but, those that did, highlighted the need for better coordination across different ILO departments.<sup>79</sup> Interviews carried out in parallel with the supply chain evaluation review highlighted good recent advances in the area of internal collaboration (most notably, the “One ILO” approach being used in Ethiopia), but concluded “broadly, truly holistic and strategic approaches were not common”.

### **INTEGRATING SOCIAL PROTECTION AND SOCIAL FINANCE TO ADDRESS CHILD LABOUR “ROOT CAUSES”**

Because child labour interventions often use comprehensive intervention strategies that include legal, policy, capacity building and direct action, ILO child labour specialists reported that they often needed to mobilize technical expertise from other specialised departments. For example, many child labour programmes include interventions to strengthen the labour inspectorate, supported by the ILO's Labour Administration units (LABADMIN). According to one official, “the new generation of projects tend to be designed from the very beginning with the involvement of various specialists from different departments.” Although still rare according to key informant interviews, a few child labour projects are funding specialist positions employed by branches other than FUNDAMENTALS.

FUNDAMENTALS specialists reported actively soliciting support from the Social Protection Department (SOCPRO). The pandemic brought to the forefront the importance of social protection for all workers including its role in reducing household vulnerability to child labour. In 2022, ILO and UNICEF published research entitled *The role of social protection in the elimination of child labour: Evidence review and policy implications*. A timely joint endeavour of the Alliance 8.7 and the Global Partnership for Universal Social Protection resulted in the report that: a) reviews trends in child labour and social protection; b) provides evidence on social protection as a policy response to child labour; and c) draws some initial conclusions on how to design social protection programmes that contribute to the reduction of child labour.

FUNDAMENTALS officials reported its growing collaboration with social protection specialists in the field, especially in the Africa region, which is developing efforts to bring social protection programmes to bear on child labour elimination. In addition, ILO officials reported collaboration with the Social Finance Unit within the ENTREPRISES Department. Just prior to and during the evaluation period, the unit published a series of guidance notes<sup>80</sup> on how to use social finance to accelerate the elimination of child labour, approaches that are currently being piloted within the *ACCEL Africa Project*. Examples from the ACCEL programme in Cote d'Ivoire are highlighted in box 17.

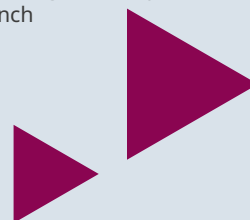
79 See *ILO Decent Work interventions in global supply chains: A synthesis review on lessons learned; what works and why 2010–2019*. The sample of evaluation projects included projects relevant to this evaluation: Better Work (nine reports), Social Dialogue projects (three reports), FPRW oriented interventions (eight reports).

80 See: ENTERPRISES Social Finance website, [https://www.ilo.org/empent/areas/social-finance/WCMS\\_747843/lang--en/index.htm](https://www.ilo.org/empent/areas/social-finance/WCMS_747843/lang--en/index.htm)

### ► Box 17. Good practice: Tackling root causes of child labour by facilitating access to health insurance

In Cote d'Ivoire, the ACCEL project linked cocoa farmers to the national health insurance scheme and successfully mobilized contributions from at least one international chocolate producer for farmers' subscription fees. The project plans to conduct research into the linkages between health, including household access to health services, and child labour, testing the hypothesis that by keeping adult family members healthy, children will be less likely to be called upon to take their place in the field.

In the area of social finance, the ILO is promoting financial education and responsible finance in collaboration with an Ivorian microfinance institution. Similarly, it is promoting a development impact bond that will use a "pay for results" approach to finance school lunch programmes in cocoa growing regions.



The ILO reported its advocacy and technical support to Member States' strengthened social protection for persons living with HIV/AIDs, another FPRW workstream (non-discrimination) that integrated social protection interventions. For example, in Eswatini, the Ministry of Labour and Social Security adopted the National Wellness Policy which includes provisions for persons living with HIV/AIDs. The ILO was also able to leverage the COVID-19 response to strengthen the uptake of voluntary testing and other HIV services. In Kenya, the Federation of Kenyan Employers (FKE) and the Central Organization of Trade Unions (COTU-K) and its affiliate the Kenya Long Distance and Truck Drivers Union collaborated in male-dominated industries to increase the uptake of HIV services through the VCT@WORK project.

## MAINSTREAMING FPRW IN MIGRATION GOVERNANCE PROGRAMMES

During the evaluation period, the Office concluded the first phase (2014–2019) of its [Fair Recruitment Initiative \(FRI\)](#) and launched a second phase. Since recruitment abuses are one of the main entry points for FL and human trafficking, the Initiative is an excellent example of FPRW mainstreaming within the ILO's broader portfolio; this one aimed at strengthening migration governance. Moreover, the initiative contributed to greater geographical balance in ILO actions to combat FL, since Member States in Asia and the Arab States more readily accepted ILO collaboration under the banner of improving labour migration governance than combating FL and trafficking.

The FRI relevantly mainstreamed preventative strategies by carrying out research, compiling good practices, providing practical guidance including in the context of COVID-19<sup>81</sup> as well as strengthening country-level regulations on fees and related oversight of recruitment agency practices. Through related projects, the ILO also supported the development of bilateral agreements between origin and destination countries and other provisions to increase recruitment transparency and fairness including the development of government-to-government recruitment

81 Examples include the [A global comparative study on defining recruitment fees and related costs](#), 2018; [Africa regional fair recruitment report: The recruitment of migrant workers to, within and from Africa](#), 2021, and a [Compendium of promising projects to advance fair recruitment of \(migrant\) workers](#), 2022. Overall, during the evaluation period, the FRI published 16 research papers (including a series of COVID-19 impact assessments, and at least five country-level law, policy and practice reviews), as well as five global guidance products, and launched a global online knowledge platform.

mechanisms. Among other strategies, the ILO helped sending countries reinforce their consular services and supported workers' organizations and migrant workers' networking capacity to inform workers and provide support services to victims of labour exploitation in destination countries, including FL. The FRI also contributed to reforms in national legislation and sectoral policies with regards to employment services and recruitment practices.

The evaluation synthesis report cites examples of well-designed interventions in Bangladesh as highlighted by an independent evaluator; these included the development of pre-departure information services for migrant workers, enhanced complaint resolution mechanisms, the piloting of a recruitment cost survey with the Bangladesh Bureau of Statistics, capacity building for Labour Attachés and government officials involved in the negotiation of Labour Migration MOUs, and the establishment of a victim support hotline at the Bangladesh diplomatic mission in Jeddah.

The *HLE of ILO's strategy and action for promoting fair and effective labour migration, 2016–20* (2021) found strong coherence between the ILO's work on labour migration and ILO strategies on gender and non-discrimination. The resolution adopted by the 106th Session (2017) of the International Labour Conference concerning fair and effective labour migration governance noted that "Racism, xenophobia and discrimination, misperceptions and misinformation add to the overall challenges of labour migration" and specifically identified women in the care and domestic work sector as being at risk of discrimination, exploitation and abuse, including violence and harassment.<sup>82</sup> ILO officials noted that laws often explicitly discriminate against migrants and the professions in which they work, such as care and domestic work; these types of work are often excluded from protective labour law provisions. The ILO's work also aligns with Objective 17 of the Global Compact on Safe, Orderly, and Regular Migration (GCM), "to eliminate all forms of discrimination and promote evidence-based public discourse to shape perceptions of migration".

In Viet Nam, the ILO's technical support through the Safe and Fair, TRIANGLE, and Ship-to-Shore regional migration programmes contributed to the revision of the Law on Contract-Based Vietnamese Overseas Workers 69/2020/QH14 (Law 69). Several recommendations from the Office were incorporated into the final version of the law, including the inclusion of definitions of discrimination in line with Convention No. 111, the ability for migrant workers to unilaterally terminate a contract in situations of threats and sexual harassment, and specific wording about gender equality in the State goals.

The Tripartite Technical Meeting on the Access of Refugees and other Forcibly Displaced Persons to the Labour Market published guidelines on this subject in 2016, which contains several recommendations related to the prevention of discrimination against refugees and other forcibly displaced persons.<sup>83</sup> The ILO supported the implementation of this framework in several projects, including:

- ▶ A project in Turkey promoted decent work for Syrians under temporary protection.
- ▶ A project implemented in Ecuador, Peru and Venezuela focused on the integration of Venezuelan migrants. The project addressed, among other topics, the regularization of migrants and the promotion of their social and cultural inclusion within host communities to help reduce stigma and discrimination.
- ▶ A project in Kenya supporting the integration of Ethiopian and Somali displaced persons into the local job market. The PROSPECTS project has recently addressed issues of discrimination in its research on the policy and administrative constraints that impede refugees from obtaining job permits.

These projects capitalize on the ILO's comparative advantages in the areas of labour market integration and core labour standards.

82 ILO, [Resolution concerning fair and effective labour migration governance](#), International Labour Conference, 106th Session, 2017.

83 ILO, [Guiding principles: Access of refugees and other forcibly displaced persons to the labour market](#), n.d.

## Expending resources well

### KEY FINDING 14

Although the ILO reported examples of important FPRW advances achieved with limited resources, overall insufficient funding, inadequate time and limited scale negatively affected Office efficiency. The Office generally established priorities based on its comparative advantage and where FPRW deficits were most prevalent, but resource allocation was ultimately constrained by donor priorities, except in the case of the Office's relatively small RBSA funding. The Organization faced human resource limitations that left gaps in its capacity in critical areas.

While noting that ILO evaluations rarely include full value-for-money assessments, the HLE FPRW evaluation synthesis report found that ILO's projects generally use resources efficiently. Although generally regarded as being efficiently run, the three main recurring challenges identified were delays in the project, insufficient funding, particularly for multi-country projects, and projects that were limited in length and scale. Delays in the project were often linked to recruiting project staff and, to a lesser extent, staff turnover during the project.

ILO constituents and personnel interviewed by the evaluation team generally corroborated these findings and added that the continuity of projects in some countries and regions had been severely hampered by funding limitations. An employers' representative in Kenya, while acknowledging the ILO is dependent on donors, underlined the challenge, "We need more long-term projects that will have bigger impact...There have been a lot of short-term projects with limited impact. If it is the development policy or the ratification of a Convention, you can't have an impact in one or two years." While there were examples of relatively long-term programmes on FPRW during the evaluation period, notably Better Work in the industrial relations area, BRIDGE on FL and ACCEL on child labour, most standards- and FACB-related work is financed by short-term, relatively low budget RBSA or RBTC funding. UNAIDS has been a consistent source of funding enabling the ILO to work on various issues of stigma and discrimination but constituents in case study countries reported shrinking budgets.

FUNDAMENTALS Integrated Strategy on FPRW 2017–2023 identified four thematic priorities promoting FPRW: in the rural and informal economies; in enterprises; in supply chains; and in situations of crisis and fragility. The strategy identified these as areas where respect for FPRW was often most lacking as well as where the ILO had comparative advantages. The HLE evaluation synthesis review noted that these three thematic priorities were present in many of the reviewed evaluations. The rural and informal economies were a feature of several projects, particular in relation to child labour. Promoting compliance with FPRW at work in enterprises and supply chains also was apparent in many projects. The ILO's work on promoting FPRW in situations of crisis and fragility is represented by projects implemented in Turkey and the Middle East linked to the response to the Syrian refugee crisis. This theme is also addressed through projects on displaced persons and migration in general in Africa and Asia, and through work with child soldiers in Yemen.

While the ILO tackled FPRW in thematic areas of work where FPRW deficits are commonly found, ILO officials suggested inconsistencies in how project resources aligned geographically. For example, one official highlighted that outside its important work on migration governance, most FL projects focused on Africa. While ILO research shows the share of migrants in the group of people in FL is much higher than the share of migrants in the overall labour force, but many non-migrant workers, including people from marginalized communities, ethnic and religious minorities, and indigenous peoples are also affected.<sup>84</sup> Notably, Asia hosts the largest population of peoples found to be in debt bondage while ILO officials reported that enduring sensitivities around the topic made governments reluctant to engage with the subject in policy dialogue and development

84 For example, ILO, Walk Free and IOM, *Global Estimates of Modern Slavery: Forced Labour and Forced Marriage*, 2022.



cooperation. HLE ILO personnel survey respondents likewise noted little had been done to promote FACB in regions and specific countries where these rights were the least recognized, with different respondents alternatively citing the Arab States and India. One official even highlighted that they were asked to omit material on FACB in a training programme commissioned by an Arab State government.

ILO officials highlighted that human resource constraints affected their efficiency across all FPRW programmes. Officials raised several important issues, on which they sometimes had divergent views:

- ▶ where ILO's core budget-financed human resources with technical expertise on FPRW should sit within the Organization based on different departments' mandate and, for field-based personnel, where in the world their support is most needed;
- ▶ how to better manage the workload of regular budget-funded personnel, who are now a minority in the Office; one official reported they are "expected to deliver more while the resources available to them decrease"; and
- ▶ how technical specialists should spend their time with a few officials remarking that too much time goes to resource mobilization, project personnel recruitment, and reporting to donors versus providing TA to Member States.

One example of human resource challenges encountered is that currently there are only three core budget-financed FPRW specialists and one technical officer in the field, with one covering the Africa region, highlighted by recent estimates as the continent with the highest prevalence of child labour and where numbers continue to rise.<sup>85</sup> Moreover, since March, the position is vacant. Similarly, ILO officials expressed concern over the imminent departure of the one Industrial Relations Specialist based in Bangkok.

## SUSTAINABILITY

The 2017 Framework for Action recognizes that governments are ultimately responsible for developing and implementing legal and policy frameworks that advance FPRW in their countries; governmental agencies and institutions play a critical role in maintaining standards in practice in workplaces. Workers' and employers' organizations are likewise recognized as playing vital roles in promoting, respecting and realizing FPRW by representing and promoting the interests of their members through social dialogue and by supporting compliance with national law and ILS.

In light of the above, the evaluation team examined the ILO's contributions towards sustained promotion of FPRW by assessing achievements building constituents' and other key stakeholders' capacity at various levels, but especially at the country level. The [ILO-wide strategy for institutional capacity development](#)<sup>86</sup> affirms that effective capacity building occurs when there is coordinated action at three mutually reinforcing levels of capacity development: individual, organizational, and resulting from an enabling environment. The first means increasing the skills and abilities of individuals, the second focuses on increasing the capacity of organizations to fulfil their mandates, and the third involves improvements in policies, legislation, regulations, labour market institutions and societal systems.

<sup>85</sup> See: ILO and UNICEF, [Executive Summary: Child Labour Global Estimates 2020, Trends and the Road Forward](#), 2020, 3.

<sup>86</sup> GB.335/INS/9

## Building constituent capacity

### KEY FINDING 15

The ILO-enabled national constituents' participation in knowledge sharing forums and training programmes designed to increase their understanding and expertise on FPRW in support of sustainability. Office TA practices were frequently well aligned with different institutional mandates and strengthened constituents' FPRW promotional strategies and practices. Capacity building for workers' organizations included FACB-relevant efforts to strengthen union organizing and collective bargaining in the informal and emerging economic sectors. For employers and their organizations, capacity building focused on FPRW in the context of compliance and due diligence and resulted in the expansion of business forums on FPRW (the Child Labour Platform, the Global Business Network on Forced Labour). In many countries, ILO efforts improved labour inspectorate efficiency and reinforced its FPRW awareness-raising and enforcement roles.

ILO activities to promote strong and representative workers' and employers' organizations are budgeted and monitored under Outcome 10 (P&B 2018–19) and Outcome 1 (P&Bs 2020–21 and 2022–23).<sup>87</sup> The ILO reported 234 results against P&B indicators measuring social partner capacity improvements under these outcomes, meeting most of its targets during the 2018–19 and 2020–21 biennia. Although not all results are directly relevant to FPRW promotion, the ILO reported many advances in strengthening social partner leaders' knowledge on emerging issues directly or indirectly affecting FPRW, strengthening workers' and employers' organizations, and amplifying their voices on social and economic issues that affect fundamental rights. Workers' and employers' organizations in case study countries also reported modest progress reinforcing the representation of workers and employers in unorganized economic sectors and among micro- and small-sized enterprises, respectively. The ITCILO made substantial contributions to these results, most often in collaboration with various ILO technical departments. Box 18 highlights ITCILO contributions to expanding access to training.

<sup>87</sup> As highlighted under section 2.2 on Coherence, capacity building on FPRW-related topics likely occurs under a variety of P&B outcome areas.

## ► Box 18. ITCILO contributions to expanding access to training

**ITCILO's numerous FPRW course offerings and effective use of digital technology aimed to contribute to ILO constituents' and other key stakeholders' capacity to promote the core principles and rights.**

Based on constituents' accounts, the ITCILO played a critical role in the ILO's capacity-building efforts during the evaluation period. One employers' organization representative in the Africa region remarked, "If you ask any person that has been trained, it has been supported by the ILO, usually through ITCILO or the regional training centre." Based on the HLE constituent survey results, ILO training programmes contributed effectively to changing participants' practices; 16 out of 20 survey respondents reported that they applied their learning often, very often or all the time.

**During the evaluation period, the ITCILO offered a wide variety of FPRW-related training and knowledge-sharing opportunities using different modalities.**<sup>88</sup> These were developed in close collaboration with ILO technical branches and targeted ILO constituents as well as other important stakeholders such as business leaders, parliamentarians, the UN and staff of international finance institutions (IFIs).

- In 2019, FUNDAMENTALS and ITCILO launched the Academy of Fundamental Principles and Rights at Work, which is organized every other year. Notable because of the growing importance of UN country frameworks in guiding all UN agencies' activities, the Academy includes a special track for UN colleagues and experts.
- NORMES in collaboration with ITCILO continued to organize and further develop its training offerings for judges and legal professionals on ILS which included sessions on the core conventions and strategies to bring international norms into domestic legal systems. An ITC official highlighted that the sessions usually prioritized FACB because of its importance as an enabling right.
- In 2022, the ILO launched the [Industrial Relations Toolkit](#), a cross-office initiative led by INWORK and involving FUNDAMENTALS and NORMES. The toolkit comprises seven modules available through the ITCILO e-Campus.<sup>89</sup> Some of these modules were piloted in countries with Better Work programmes and/or industrial relations projects, tapping resources from those programmes and projects to support development of the Toolkit.

**COVID-19 accelerated the adoption of e-learning approaches, expanding access to training.**

The ITCILO also reports it is developing innovative approaches to promote deeper learning and increase training impact. For example, it has launched a [Virtual Reality Course against Sexual Harassment in the Garment Sector](#). It is also producing digital tools, including ongoing experimentation with artificial intelligence chatbots to improve access to information in the NORMLEX database.

88 Based on the evaluation team's review, ITCILO offers a variety of courses on FPRW. Topics include gender, inclusion and the future of work, social dialogue and industrial relations, sustaining child labour elimination, forced labour and responsible business conduct, disability in the workplace, establishing fair recruitment processes, among many others.

89 The module topics are: Collective bargaining; Policy and practice; Negotiation skills; Workplace cooperation; Grievance handling; Conflict dynamics; and Soft skills.

## CONTRIBUTIONS TO BUILDING WORKERS' ORGANIZATION CAPACITY

ILO support of workers' organizations use of ILS to promote freedom of association, collective bargaining and social justice was particularly relevant for FPRW promotion (P&B 2018–19, Output 10.6). Although it missed its overall target, the Office reported its efforts contributed to successful negotiations in workers' organizations leading to the expansion of collective bargaining coverage in many countries. For example, in Peru, ILO TA on the standards and support for unions representing public sector workers contributed to the 2018 adoption by its congress of a new regulation on labour relations in the public sector.

ILO also contributed in various ways to strengthening the capacity of workers' organizations to comment on government reports on the application of standards to the ILO supervisory bodies, a potentially powerful tool to represent workers' views and reinforce government accountability. Looking deeper into the challenges associated with promoting the effective use of the ILO supervisory system by workers' organizations to promote FPRW, ILO specialists reported important regional differences. For example, they noted workers' organizations in Latin America continued to comment on government reports and bring cases before the supervisory bodies much more frequently than those in other regions.<sup>90</sup> One ILO official highlighted many workers' organizations located in parts of Africa where they worked were reluctant to question Government reporting to the ILO because of capacity constraints and significant political pressure "not to air their dirty laundry in public." One workstream of the NORMES Trade for Decent Work project is on strengthening social partner capacity to use the ILO's supervisory system to advocate for better application of ILS.

The ILO contributed to strengthening the capacity of workers' organizations to grow their membership and expand representation to un- or underrepresented workers, a critical workstream considering declining union membership in many countries. The P&B 2020–21 implementation report highlighted that workers' organizations in 28 Member States expanded outreach to previously unorganized workers, set up new organizations or developed new services to support workers in tackling COVID-19-related challenges.<sup>91</sup> ACTRAV, as well as other ILO departments, contributed through research, guidance notes, tools and training. These activities helped workers' organizations to adapt their organizations and included South-South knowledge sharing on innovative approaches to organizing. ILO knowledge-sharing activities explored possible scenarios for the future of workers' organizations and their revitalization; their responses during the COVID-19 crisis; and the Organizations' role in organizing workers into new forms of work, including gig and platform workers as well as workers in hard-to-reach economic sectors.<sup>92</sup>

- In Cote d'Ivoire, workers' representatives reported that the ILO had supported their visits to cocoa cooperatives where they spoke to agricultural workers about trade union membership. Within the ILO, COOP reported that it is promoting the organization of agricultural workers in other parts of the world as well and, more broadly, is using cooperative development as an entry point for work on all four FPRW.


90 For example, according to the 2021 CFA Annual Report, between 1951 and 2021, Latin American countries submitted about 50 per cent of complaints.

91 [ILC.110/Report I\(A\)](#), 28.

92 The International Journal of Labour Research (IJLR) is a flagship publication of the ACTRAV for dissemination of international research on labour, economic, and sustainable development policies. During the evaluation period, ACTRAV published three issues: "[Experiences of trade union revitalization worldwide](#)", IJLR, 2022; "[COVID-19 and Recovery: The Role of Trade Unions in Building Forward Better](#)", 2021; "[The Future of Work: Trade Unions in Transformation](#)", 2019.

According to one workers' organization leader in Kenya, ACTRAV's programmes on organizing are timely,

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 **We lost membership with COVID. Also with elections, there is a tense political environment. We need to come up with creative organizing strategies. Employers have a lot of leeway to cut costs. Issues of nonstandard forms of employment are a menace, outsourcing too. We need to find ways to organise people into the labour movement.**

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In Kenya, in addition to building capacity on organizing strategies, the Office is helping the Central Organization of Trade Unions of Kenya to update its labour rights training curriculum and has plans to integrate learning material on child labour and FL.

#### CONTRIBUTIONS TO BUILDING EMPLOYERS' AND THEIR ORGANIZATIONS' CAPACITY

The ILO provided significant support directly to employers to help them apply the core standards and follow national laws as well as responsible business practices. A key ILO strategy to engage, educate and build the capacity of employers and their organizations during the evaluation period was to encourage their membership in international business networks on FPRW-relevant issues. During the evaluation period, the ILO continued its support for the [Child Labour Platform](#), the [Global Business and Disability Network](#), and [Global Business Network on Forced Labour](#) (GBNFL). The ILO's workstreams on responsible supply chains, notably, but not exclusively, Better Work contributed to building employers' capacity to understand and exercise effective due diligence. Supply chain programmes leveraged growing consumer expectations that the products they use respect social sustainability standards. These programmes drew extensively on [MULTI and SECTOR](#) expertise and resources promoting responsible business conduct in line with the [Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy \(MNE Declaration\)](#) (see box 19).<sup>93</sup>

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<sup>93</sup> The MNE Declaration is the only ILO instrument that provides direct guidance to enterprises (multinational and national) on social policy and inclusive, responsible and sustainable workplace practices. It predated the 1998 Declaration on Fundamental Principles and Rights at Work and has since been updated twice. The Declaration includes specific references to due diligence on matters related to FPRW.

### ► Box 19. MULTI and SECTOR contributions to building employer and employers' organization capacity

MULTI, the unit within Enterprises Department charged with promoting the MNE Declaration, leads ILO's work on the [Business and Human Rights agenda](#). Its efforts during the evaluation period contributed to the development of business and human rights national action plans in various countries including in Peru, where priorities include child labour, the strengthening of freedom of association and collective bargaining, and the protection of indigenous people rights.<sup>94</sup> During the evaluation period, visitors to MULTI's [ILO Helpdesk for Business](#) increased fivefold and currently averages approximately 50,000 per month.

SECTOR contributed to regional tripartite working groups that resulted in the adoption of codes of practice and guidelines in various sectors. During the 2018–19 biennium, tripartite constituents adopted a road map for early childhood education personnel in North and West African countries; a health workforce strategy for the Southern African Development Community (SADC); and action-oriented recommendations on road freight transport safety in the greater Mekong subregion. In India, recommendations were adopted to improve OSH in the ship recycling industry.



ILO support activities resulted in employers conducting research and taking positions on issues which directly or indirectly touched on FPRW. For example, the ILO provided support to the Federation of Kenyan Employers (FKE) to develop a [member briefing paper on sustainable migration](#). In the paper, the FKE calls on the Government to implement regional economic integration agreements and abolish discrimination based on nationality, employment, remuneration and other conditions of employment. It also urges its members to abide by fair recruitment principles. FKE also asks the Government to work and support due diligence by the private sector to prevent and respond to risks of exploitation including FL. In Egypt, the ILO supported the formation of technical units and the training of personnel within the Federation of Egyptian Industries, improving its ability to guide member employers in matters related to women in business, corporate social responsibility, and labour affairs.

### CONTRIBUTIONS TO STRENGTHENING NATIONAL LABOUR INSPECTORATES AND OTHER RELEVANT PUBLIC INSTITUTIONS

The ILO contributed to strengthening the individual and organizational capacity of government agencies to promote FPRW. This most often, but not exclusively, targeted officials and civil servants within ministries responsible for labour, the ILO's traditional government counterpart. Depending on the country and the nature of ILO's activities, the Office's individual and organizational capacity-building activities targeted law enforcement and judicial authorities, ministries in charge of women and children's affairs, social protection, commerce and industry, and trade, along with agricultural extension agents, subnational and municipal authorities.

A major workstream in many ILO FPRW programmes was on building the capacity of the labour administration, the labour inspectorate in particular. ILO's contributions to strengthening the capacity of the labour administration to promote FPRW are spread across many outcomes but are directly recorded under Outcome 7, Output 7.1 (P&B 2018–19) and Outcome 1, Output 1.3 (P&B 2020–21 and P&B 2022–23). The Office exceeded its targets under these outputs, although many of the reported results contributed to inspectors' general capacity to promote compliance, rather

94 For more information see: ILO, [Peru's National Action Plan on Business and Human Rights: Dialogue as a cornerstone to promote and respect human rights](#), 2023.

than promoting and upholding FPRW specifically (see Annex E for details). LAB/ADMIN/OSH led ILO efforts in collaboration with FUNDAMENTALS and other specialized branches.

Reported results included contributing to improved organizational efficiency and effectiveness through the computerization of inspection processes,<sup>95</sup> greater use of strategic compliance methods,<sup>96</sup> as well as supporting the integration of FPRW criteria in inspection procedures. P&B implementation reporting highlighted FPRW-specific results including building capacity to identify cases of gender-based discrimination and violence and harassment in the workplace (in Costa Rica), trafficking and FL (in Egypt) and strengthening referral mechanisms to social protection services at the provincial or community levels for victims of child labour (Cote d'Ivoire, Philippines, Turkey, Viet Nam). Nevertheless, labour inspectorates were frequently under-resourced. An official in Peru opined, "the Ministry of Labour is the poor brother of the Ministries", a sentiment echoed by officials in other case study countries. One ILO official who had trained labour inspectors in many countries noted other structural challenges, "Things you need for effectiveness... clear laws and a clear mandate for labour inspectors are often lacking. The sanctioning system is very important for this as well. Often the sanction is too limited to be a deterrent." The limited number of inspectors, logistical resources and weak presence in the informal, home-based and hard-to-reach rural economic sectors were other often cited limitations.

During the evaluation period, Bangladesh hosted one of the largest scale ILO efforts to strengthen labour inspection and due diligence practices. Its example provides insights into ILO accomplishments but also some key challenges. With the elevation of safe and healthy working environment to FPRW status, the case also provides useful lessons for ILO's future efforts in this area (see box 20).

### ► Box 20. ILO contributions to strengthening health and safety in Bangladesh's garment sector after Rana Plaza

The collapse of Rana Plaza in April 2013 and the resulting loss of more than one thousand workers' lives, makes the event one of the worst industrial accidents in recent history. During the evaluation period, the ILO continued its contributions to remediation measures and improvements in industrial safety and labour inspection. It also contributed to improved workplace OSH culture and compliance in garment factories, the latter mainly through the expansion of Better Work Bangladesh.

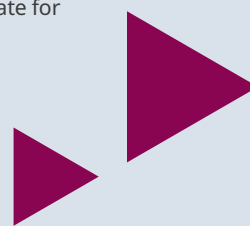
A 2020 cluster evaluation of ILO programmes in the RMG sector in Bangladesh reported that key informants from all evaluation stakeholder groups perceived significant advances in workplace safety since Rana Plaza. Government officials and donors highlighted important contributions from the ILO, while also noting the efforts of other initiatives, notably the [International Accord on Fire and Building Safety in Bangladesh](#) and [Alliance for Bangladesh Worker Safety](#), prior to its cessation of operation on 31 December 2018. Eight out of eight respondents to the evaluation brand survey perceived increased respect for structural and fire safety norms among their suppliers in Bangladesh. Nevertheless, the evaluation highlighted many continuing challenges.

95 Michael Gallo and Hannah Thinyane, "[The transition towards formalization through technology-enhanced labour inspection](#)", ILO Working Paper, n.d.

96 For information, see: "[ILO Approach to Strategic Compliance Planning for Labour Inspectorates](#)", Strategic Compliance Portal, accessed 6 September 2023.



- ▶ **The labour inspectorate's limited "teeth" due to the absence of global brand pressure.** The evaluation highlighted slow progress improving OSH in small factories producing mainly for domestic markets. One donor described the problem, "For Accord and Alliance, there was always brand leverage. If the factories didn't remediate, they would lose business. That has worked."
- ▶ **Insufficient worker involvement.** One ILO specialist underlined the importance of strengthening already established workplace safety committees and expanding committee formation into other industries. They said, "A key issue in improving OSH is workers' participation. Workers need to be trained and should be encouraged to report safety issues."
- ▶ **Labour inspection still undervalued.** While noting the Government had made significant progress increasing the overall number of inspectors and putting in place systems to train them, the evaluation highlighted high levels of turnover within the inspectorate for many reasons, among them poor pay and working conditions.



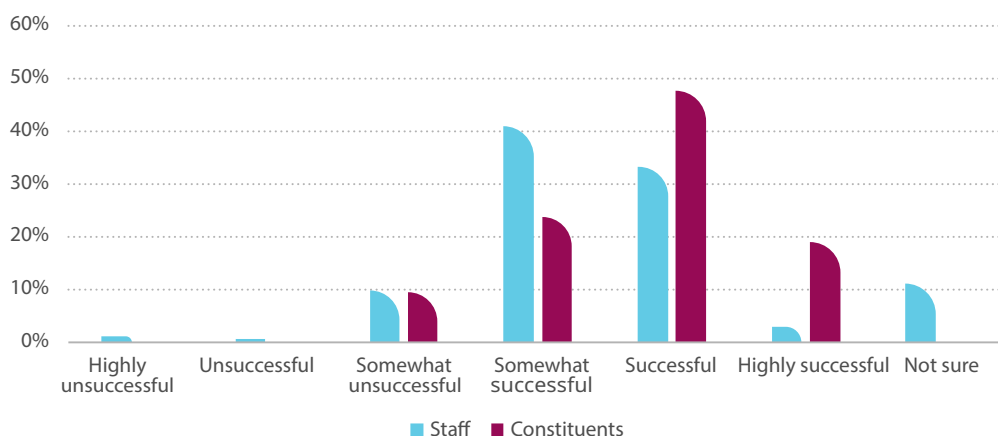
## CONSTRAINTS AFFECTING SUSTAINABILITY

### KEY FINDING 16

In its FPRW-related projects, independent evaluators reported the ILO often did not do enough to institutionalize intervention strategies, whether because of delayed achievement of planned activities, allocating insufficient time and resources or by not developing an effective exit strategy. Moreover, the ILO faced many deeply embedded structural challenges connected to constraints faced by labour market institutions and the operating environment that diminished the effectiveness of its capacity-building efforts and the overall sustainability of results.

Feedback from HLE survey respondents on the extent ILO actions promoting FPRW have contributed to long-lasting improvements in the application of core standards was mixed. ILO Constituents in case study countries were relatively more positive in their evaluation than ILO personnel: 14 out of 21 country-level constituent respondents affirmed or strongly affirmed that the ILO had contributed to sustained improvements while most ILO personnel respondents perceived more limited progress (see figure 5).

**FIGURE 5. PERCEPTIONS OF ILO STAFF AND CONSTITUENTS OF ILO CONTRIBUTIONS TO LONG-LASTING IMPROVEMENTS IN THE APPLICATION OF STANDARDS**



The HLE FPRW evaluation synthesis report highlighted that the challenges affecting reviewed projects' effectiveness and efficiency also had a direct impact on sustainability. The synthesis report cited projects that had not been successful in achieving outputs had greater challenges on sustainability. Projects that had been delayed in starting, while they might have achieved outputs, had only done so towards the end of the project. They also had issues with sustainability due to the limited time available to test interventions, institutionalize changes, and build capacities. Similarly, projects with short timeframes also encountered more challenges due to the limited time available to institutionalize the work.

The lack of sustainability or exit plans was also cited as a concern by several evaluations. Better Work has often been criticized for the latter. For example, it is now 22 years since Better Factories Cambodia started operations; it is still ILO-run and largely donor funded. To its credit though, other Better Work operations, for example in Indonesia, have set an objective of making activities self-perpetuating in a framework that would ultimately remove ILO support. Child labour projects were also often cited as not having an exit plan to replace project resources for direct action activities, although increasingly projects focus to a greater extent on linking project beneficiaries to public services for greater sustainability.

The biggest challenges to sustainability were often related to constraints that the ILO had limited power to affect. Frequent turnover within the labour administration and the availability of public resources for labour-related programmes are often cited examples. Others are societal mindsets such as shrinking civic space and, enduring societal norms that permit discrimination and exclusion of minority groups.

## EMERGING IMPACT

The 2017 Framework for Action urged the ILO to strengthen synergies with other initiatives to promote FPRW in order to enhance overall progress and positive impact on the effective and universal respect, promotion and realization of FPRW. Specifically, the Framework recommended that the ILO expand partnerships and cooperation with institutions that influence policies and practices globally, including other UN agencies, IFIs, regional institutions, development banks and subregional economic communities. The first part of this section examines how effective the ILO was in strengthening its partnerships and assesses the extent to which this resulted in expanding its influence on global development agendas. The second part assesses the impact of ILO programmes using available data including survey respondent and key informant perceptions, the findings of the HLE FPRW evaluation synthesis report and CEACR reports.

### Exerting influence

#### KEY FINDING 17

Core labour standards are reflected in a growing number of international development trade and investment frameworks and legislation. FPRW are embedded in global policy documents with labour rights increasingly being recognized as human rights by the UN and other multilateral institutions. The ILO has also been relatively successful at the country level in influencing the development and facilitating constituents' involvement in UN Sustainable Development Cooperation Frameworks.

In 2017, the ILO reported that the 1998 Declaration had become one of the most referenced ILO instruments and had provided a foundation for its vision of decent work for all.<sup>97</sup> While the notoriety of FPRW is not synonymous with impact on policies and practices at the country level, heightened attention to FPRW is an important area of impact. Moreover, to the extent that the

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97 ILC.106/VI

ILO has been influential in raising awareness on FPRW and supporting their integration into international development cooperation strategic frameworks, the possibility of greater respect, promotion and realization of FPRW is, at the very least, made possible.

### FPRW IN UN SUSTAINABLE DEVELOPMENT FRAMEWORKS

The 2030 Agenda for sustainable development set ambitious goals designed to serve as a “shared blueprint for peace and prosperity for people and the planet now and into the future.” It positioned the ILO to be influential on matters within its core mandate, including the promotion of FPRW. Notably, FPRW are key to the achievement of Sustainable Development Goal 8 on Economic Growth and Decent Work for All as well as of some other SDGs (1, 4, 5, 10, 16).<sup>98</sup> The evaluation period was marked by UN reforms aimed at fostering greater coherence and more effective partnerships within the UN system for SDG promotion. UN Development Assistance Frameworks (UNDAFs) and, more recently, UN Sustainable Development Cooperation Frameworks (UNSDCFs) became the principal framework for UN support for the SDGs at country level. In line with the reforms, the ILO called upon its COs to provide effective leadership to ensure ILO core values and principles, including FPRW promotion, were adequately understood by other UN agencies and reflected in the UN country frameworks. Also, COs were tasked with ensuring ILO tripartite constituents were given a “seat at the table” during the design of the cooperation frameworks.

The evaluation team surveyed members of the UNCTs and other partners (NGOs, donors) in case study countries to assess how much the ILO has been able to influence UN strategies at the country level.<sup>99</sup> Although a very small sample, the results suggest the ILO has been relatively successful influencing UNSDCF development and facilitating constituent involvement. Out of 15 respondents, two thirds affirmed or strongly affirmed that analysis of the situation and constraints limiting respect for FPRW were part of the UN common country analysis. The same number affirmed or strongly affirmed the ILO had been effective promoting the participation of national workers’ and employers’ organizations in UNSDCF development. For their part, 40 per cent of HLE ILO staff survey respondents (110 out of 291) thought the ILO was “somewhat successful” promoting understanding and respect for FPRW among other UN agencies and international development partners and another 18 per cent (52 respondents) perceived it had been at least somewhat unsuccessful.

Country-level staff highlighted that participating in UNSDCF development was very time-consuming work and more difficult in countries without a resident director. Moreover, one official indicated that it was critical to follow up during the implementation stage by forming effective partnerships with other UN agencies at the project level. The evaluation team identified ILO participation in multi-UN agency programming in all case study countries. Joint efforts have been strong on gender equality and non-discrimination (see box 21) While social partners expressed satisfaction with their exposure to other UN agencies within the UNSDCF process, they also feared their issues might ultimately be overlooked amid competing UNSDCF priorities and because of other UN agencies limited understanding of how employers’ and workers’ organizations’ function.

<sup>98</sup> SDG 8 targets related to FPRW include: SDG 8.7 Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms; SDG 8.5 By 2030 achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value; and SDG 8.8 Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.

<sup>99</sup> Most (17 out of 20 respondents) were from other UN agencies.

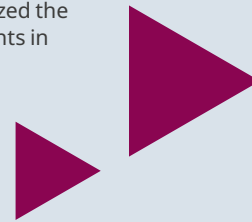
► **Box 21. The ILO's partnership in UN initiatives allows it to position itself as a leader and access funding on some non-discrimination topics within its areas of expertise**

ILO officials indicated that the ILO's participation in certain UN initiatives had been important in enhancing the ILO's ability to mobilize resources and work on issues of non-discrimination that it might not have done without partnerships. Participation in these initiatives also promotes the ILO's leadership on these topics.

**UNAIDS:** ILO is one of 11 co-sponsors of UNAIDS. The UNAIDS partnership capitalises on different agencies' strengths and facilitates joint fund-raising. For example, ILO's participation allows it to shape the UN response on HIV in the world of work and provide leadership on fighting social stigma in the workplace.

**UNPRDP:** The UN Partnership on the Rights of Persons with Disabilities (UNPRDP) operates a multi-partner trust fund that channels resources for UN organizations to deliver disability inclusion projects. The ILO has obtained funding for various joint initiatives with other UN entities. One example of the benefit of the ILO's participating in the UNPRDP is GEDI and SOCPRO collaboration with UNICEF on a project to support UNPRDP-compliant social protection systems.

**UNDIS:** ILO has actively participated in the United Nations Disability Inclusion Strategy (UNDIS) including supporting the UNDIS team through the development of a course with ITCILO on disability inclusion for UN entity UNDIS focal points. The ILO has also utilized the UNDIS to shape its strategy on disability inclusion and target improvements in programming and operations throughout the Organization.



## 1998 DECLARATION INFLUENCE ON TRADE AND INVESTMENT AGENDAS

Labour provisions in trade agreements positioned the ILO as a source of TA for Member States and development cooperation partners with the shared goal of boosting country compliance with core labour rights as per trade agreements and preferential trading schemes such as GSP+. According to a 2016 ILO report, a quarter of the value of global trade falls within the framework of trade agreements that include labour provisions. Of these, 72 per cent refer to ILO instruments.<sup>100</sup> When requested by Member States, the ILO responded with TA and advice, and has participated in related development cooperation programmes with the social partners. Notably, since 2013, the European Community Directorate-General for Trade and the Directorate-General for International Partnerships have funded projects on ILS implemented by the ILO in numerous countries.<sup>101</sup> ILO officials reported that regular consultations between the ILO and the European Commission on labour-related matters in selected countries have contributed to mutually agreed solutions taking into account the national contexts to improve the application of core principles. Between 2018 and 2022, the Directorate-General for Trade provided US\$10.8 million in funding for ILO projects, still a modest sum but representing a new area of development cooperation with potential to grow.

<sup>100</sup> ILO, *Assessment of Labour Provisions in Trade and Investment Arrangements*, 2016.

<sup>101</sup> This includes the already reference [Trade for Decent Work project](#). Another related EU-supported ILO initiative is the [Integrating Trade and Decent Work](#) research programme.

Just prior to and during the evaluation period, the influence of the 1998 Declaration on foreign investment and supply-chain governance was strengthened in several countries through new legislation requiring foreign investors to engage in due diligence:

- ▶ The United Kingdom introduced legislation in the Modern Slavery Act in 2015. This legislation makes companies accountable for labour abuses occurring along their whole chain of operations and it has a range of provisions to increase transparency in supply chains.<sup>102</sup> Australia adopted similar legislation in 2018 – the [Modern Slavery Act](#), while the French National Assembly adopted the 2017 [Duty of Vigilance Law](#). Similar legislation has been enacted in Canada, Hong Kong, China, the Netherlands and Switzerland.
- ▶ A [2021 Germany supply chain law](#) holds companies accountable for human rights breaches and will fine companies procuring parts or materials from suppliers that fail to meet minimum human rights and environmental standards (Norway and Switzerland enacted similar legislation in 2021).
- ▶ A 2021 [EU directive](#) obliges companies to identify, address and remedy any aspects of their supply chain that could infringe human rights, the environment or good governance. The rules apply to all businesses operating within the EU, including those based outside EU member states. The United States introduced similar legislation in 2020 but Congress has not yet voted on the draft legislation.<sup>103</sup>

ILO officials highlighted that although these provisions mark growing influence of FPRW on trade and investment frameworks, especially with respect to child labour and FL, to date they have not yet received the development cooperation investments to overcome the root causes. Moreover, they give scant attention to FACB and gender equality and non-discrimination. To ensure that tightening due diligence frameworks in cocoa production contribute to holistic solutions rather than more narrowly focused corporate traceability mechanisms, ILO and UNICEF officials in Cote d'Ivoire reported joining forces to advocate for increased investments in the EU [Sustainable Cocoa Initiative](#) which resulted in funding for a [joint programme](#). Elsewhere, in the Democratic Republic of Congo, ILO is supporting the Government's monitoring and observation mechanism for child labour in small mines in collaboration with private sector working groups. According to one ILO official, this is an effort to develop a common and hopefully effective supply chain monitoring mechanism overseen by the Government, avoiding multiple and inadequately coordinated individual due diligence activities.

#### 1998 DECLARATION INFLUENCE ON INTERNATIONAL FINANCIAL INSTITUTION INVESTMENTS

The 2017 Framework of Action highlighted that IFI labour standard safeguard policies offered the ILO opportunities to collaborate with the IFIs on the implementation of these policies. Between 2018 and 2022, IFI (regional investment banks, the World Bank Group) provided the ILO with approximately US\$36 million for 42 projects, but most of these projects do not appear to relate to supporting Member States' respect for lending institution labour standard safeguards. ILO officials hold up ILO and World Bank collaboration in Uzbekistan on Third Party Monitoring of child labour and FL in the cotton harvest as an exemplary example of significant and effective collaboration to promote core labour standards in the country. However, this collaboration remains a rare example of inter-institutional dialogue that resulted in large-scale funding for ILO support efforts. Nevertheless, ILO officials reported discussions to scale-up training for IFI officials to improve their understanding of core labour standards and improve the quality and relevance of their social risk assessments. Interestingly, a labour official in Kenya reported the World Bank had provided a grant to the OSH unit of the labour ministry for testing equipment. According to the official, the rationale for the grant was to ensure the Government had the capacity to ensure OSH standards were respected in World Bank-funded roads building projects in the country. While promising, especially considering often limited labour administration budgets, the evaluation team has no data on how often and where else the Bank makes these kinds of grants.

<sup>102</sup> United Kingdom, [Transparency in Supply Chains etc.: A Practical Guide](#), 2015, which explains the Act.

<sup>103</sup> US Congress, [Business Supply Chain Transparency on Trafficking and Slavery Act of 2020](#) would require public companies to disclose information describing measures taken to identify and address conditions of forced labour, slavery, human trafficking and the worst forms of child labour within their supply chains.

Another promising outcome of ILO collaboration with IFIs is the influence Better Work has had on IFC investments. As a private sector focused financial institution, IFC gives loans and takes up equity positions in enterprises in low- and medium-income countries. According to ILO and IFC officials, IFC was for many years reluctant to invest in the garment and textile industry because it perceived the risks were too high relative to the institution's social safeguards. By leveraging compliance data from Better Work for its investment appraisal and monitoring (shared with the permission of the concerned enterprise), IFC is again investing in the industry in countries where Better Work is active. IFC has also made investments in firms not yet part of Better Work if the firm agrees to enrol so that IFC can monitor its compliance with core labour standards. The official said, "Over time our collaboration has been leveraged to help ensure that the companies in which we invest have good compliance." The potential broader impact is twofold, opportunities for better jobs for individuals, especially women and the gradual formalization of the economy in the countries where Better Work operates.

- ▶ Uzbekistan is a recent example of a country where IFC and ILO have worked together to support the development of the ready-made garments (RMG) sector. According to IFC, in 2022 and 2023 IFC and ILO collaborated to determine what reforms in existing regulations are needed to allow global RMG brands to invest in the country and enable IFC to support some of the garment suppliers there.

#### 1998 DECLARATION INFLUENCE ON INTERNATIONAL HUMAN RIGHTS AGENDAS

The 2017 Framework for Action urged the ILO to continue its collaboration with the Office of the United Nations High Commissioner for Human Rights to promote the realization of FPRW, as reflected in the [UN Guiding Principles on Business and Human Rights](#). During the evaluation period, the Office engaged with the United Nations system, through initiatives such as the [UN Secretary General's Call to Action for Human Rights](#) to promote ILS as part of the human rights norms and standards which underpin the 2030 Agenda. An outcome of this collaboration was the February 2023 [Joint statement by the ILO Committee of Experts on the Application of Conventions and Recommendations and UN Human Rights Treaty Bodies Chairpersons](#). The statement affirmed "labour rights are human rights" and that "integrating human rights and ILS into economic and legal policy frameworks is critical to reducing inequalities and creating an environment conducive to more equitable and inclusive economic development." The evaluation team also found evidence of ILO influence on human rights agendas at the country level:

- ▶ the UN Special Rapporteur on the rights to freedom of peaceful assembly and of association met with workers' organizations during a May 2023 mission to Peru. In his [end-of-mission statement](#), the special rapporteur referenced Conventions Nos. 87 and 98 and included recommendations on strengthening FACB rights.
- ▶ In Kenya, the country team recently initiated collaboration with the National Human Rights Council on training and awareness-raising activities on core labour standards.

Nevertheless, in countries such as Egypt, where human rights issues are high-profile and sensitive to the current Government, the evaluation team found that development cooperation projects not specifically focused on core labour standards were reluctant to directly address labour rights as human rights in their activities.

**1998 DECLARATION INFLUENCE ON COUNTRY-LEVEL LAWS AND PRACTICES****KEY FINDING 18**

The Office did not implement adequate monitoring and evaluation systems to determine the extent to which its interventions contributed to improved application of FPRW at the country and project levels. In terms of plausible impact, national constituents and project evaluations often cited improved knowledge and awareness and strengthened policy and legal frameworks as important ILO intervention outcomes with potential to improve the application of the fundamental labour standards in the long run. Moreover, the ILO's supervisory bodies documented many specific examples of Member States' progress during the evaluation period that were linked to ILO interventions.

The 2017 Framework for Action recommended that the Office conduct more impact evaluations and strengthen its monitoring capabilities so that the impact of its efforts to promote FPRW could be identified and reinforced. The HLE FPRW evaluation synthesis report identified challenges measuring impact. A number of evaluations reported that either the impact was hard to assess or there was not really impact due to the short-term nature of the project. The report also noted that evaluators of reviewed projects found gaps in project monitoring and evaluation (M&E) systems, particularly with regard to measuring outcomes and impact.

According to the evaluation synthesis report, the most widely reported change under the impact section of reports with potential to improve the application of the fundamental labour standards in the long run was improved knowledge and awareness of issues related to FPRW. In second place, the reports highlighted legal and policy framework reforms as examples of potential longer term impact. Evaluators also highlighted ratification of a Convention as an outcome holding potential to improve the application of FPRW. The evaluation explores the contribution of ratifications to closing of gaps identified by the supervisory bodies in box 22.



## ► Box 22. Progress supported by ratification, supervision and cases of progress

The 1998 Declaration urges and obliges ever improving – sustained – respect for, promotion of and ultimately full realization of the fundamental principles. Ratification of the conventions that embody the principles enables systematic international supervision by established bodies, that is, the CEACR, the CAS, and under special procedures for complaints of non-compliance. With the ratifications comes the supervision that sustains efforts for respect and realization. And the CEACR has systematically expressed their satisfaction and interest in positive steps taken by ILO members.

The CEACR at each of its annual sessions refers in its comments on the application of ratified conventions to cases in which it expresses its **satisfaction** or **interest** at the progress achieved in the application of the respective Conventions. The Committee expresses **satisfaction** in cases in which, following comments it has made on a specific issue, governments have taken measures through either the adoption of new legislation, an amendment to the existing legislation or a significant change in the national policy or practice, thus achieving fuller compliance with their obligations under the respective Conventions. In expressing its satisfaction, the Committee indicates to governments and the social partners that it considers the specific matter resolved. The reason for identifying cases of satisfaction, according to the Committee itself, is to place on record its appreciation of the positive action taken by governments in response to its comments and to provide an example to other governments and social partners which have to address similar issues. In general, cases of **interest** cover measures that are sufficiently advanced to justify the expectation that further progress would be achieved in the future and on which the Committee would want to continue its dialogue with the government and the social partners. The Committee's practice has developed to such an extent that cases in which it expresses interest may encompass a variety of measures. The paramount consideration is that the measures contribute to the overall achievement of the objectives of a particular Convention.

This positive supervisory action is possible only where a Convention has been ratified and where the ratifying country is providing periodic reports required under the regular supervisory mechanism.

During its six sessions between 2017 and 2022, the CEACR expressed “satisfaction” 136 times with respect to cases of progress achieved in the application of fundamental Conventions and noted with interest various advances by Member States 361 times. The breakdown can be seen in the diagram below.





# 03

## ► Conclusions

## ► CONCLUSIONS

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### RELEVANCE

The ILO seized opportunities for high-impact programming to address FPRW challenges, often working on high-profile matters where partners' interests aligned, leading to strong political will and greater resources for its interventions. Nevertheless, reinforcing its efforts to promote FACB as a critical enabling right was an important ILC priority that the ILO largely failed to address. In contrast, the Office's volume of FPRW relevant research and knowledge-sharing activities were priority areas on which the ILO excelled. Similarly, the ILO's assistance in meeting tripartite constituents' needs emerging from the COVID-19 pandemic showed adaptiveness and helped constituents understand and address pandemic consequences on fundamental labour rights.

### COHERENCE

By not fully engaging other parts of the Office in its design, or fully operationalizing and monitoring its 2017–2023 integrated strategy on FPRW, FUNDAMENTALS missed an opportunity to lead the Office in a strategically important effort to promote and capitalize on the synergies between the different fundamental principles and rights in ILO's development cooperation programmes. Implementing and monitoring the strategy might have pushed the Office to find more systematic solutions to human resource constraints and departmental silos and led to joined-up, "one ILO" initiatives more frequently. Nevertheless, its experimentation with integrated approaches, even if on a small scale, produced useful lessons learned that may guide integration efforts going forward.

Despite the few, and often spoken of examples of effective follow-up action on supervisory body comments (Qatar, Uzbekistan), the intersection between the ILO's supervisory body and development cooperation activities remained relatively narrow and cases where important FPRW deficits remarked by the supervisory bodies led to large scale, holistic development cooperation responses were few. Although Office responses to significant issues raised by the supervisory bodies might have produced reforms that indeed affected people's lives, the frequency with which they occurred compared with the many cases identified as in need of reform by supervisory bodies, is regrettable.

In all of the above, development cooperation programmes' significant dependence on donor priorities added to the already enormously difficult work of lining up different parts of a big, complex, and geographically spread-out Organization towards very challenging, high-level, cross-cutting objectives such as the promotion of FPRW.

### EFFECTIVENESS

The evaluation highlighted diverse actions that produced positive results towards FPRW objectives. Progress towards the universal ratification of core labour standards during the evaluation period was impressive, thanks to effective and persistent promotional efforts and well-timed assistance when windows of opportunity for ratification opened. The ILO set ambitious P&B objectives to further gender equality and non-discrimination, that were possibly too ambitious for the timeframe and nature of needed reforms, especially those promoting care economy and pay equity reforms. Similarly, the measures of progress the ILO established to assess results towards the elimination of child labour and FL were too limited and missed ILO contributions to advancing improving awareness, strengthening care and referral mechanisms, and linking the fight against child labour with social protection, social finance and other actions that address economic and social root causes.

## **EFFICIENCY**

The Office effectively mainstreamed FPRW in a limited number but nonetheless strategic workstreams with good results. These examples – combating FL among migrant workers for fairer conditions or tackling “root causes” of child labour, FL and economic exclusion with social protection and improved access to financial services – demonstrated the potential economies of scale and higher level results of working strategically as “one ILO.” Mainstreaming and integration were noteworthy ways the ILO increased its impact despite continuing resource constraints and its limited power to influence donor priorities.

## **SUSTAINABILITY**

In the many countries where the ILO works, Office capacity-building programmes contributed effectively to empowering individuals and developing constituent institutions. In the context of its broader FPRW awareness raising and legal and policy reforms, these efforts helped sustain constituents’ and other key stakeholder FPRW promotional activities in many countries. Given institutional challenges affecting national labour market institutions (insufficient resources, unequal power dynamics, inadequate incentives) and difficult enabling environments in many countries (such as shrinking civic space and, enduring societal norms that permit discrimination and exclusion, constituent capacity building requires long-term investments from the ILO. Moreover, there is ample scope for additional improvements in how well the ILO institutionalizes its support activities and designs and delivers holistic capacity building programmes that overtime promote changes in people, institutions, and society.

## **EMERGING IMPACT**

The 1998 Declaration, already one of the most cited ILO Declarations, continued to deepen its footprint in international development, trade, investment and human rights strategic frameworks during the evaluation period. This is a positive reflection of their relevance, potential to contribute meaningfully to sustainable development, as well as the ILO’s successful promotion.





04


► Recommendations

## ► RECOMMENDATIONS

### RECOMMENDATION 1

The ILO should expedite its ongoing efforts to strengthen its strategy and actions in promoting freedom of association and collective bargaining, which were initiated late in the evaluation period. Similarly, it should continue efforts to reinforce work on gender equality and non-discrimination, as well as forced labour, where these continue to be sensitive topics. For this, the ILO may build on emerging good practices and lessons learned and capitalize on the following:

- programmatic entry points, on which there is broad consensus and relatively strong political will, should be used to engage on more politically and socially sensitive principles and rights.
- political and economic leverage exists in the context of responsible trade and investment frameworks.
- office research, communication and advocacy capabilities make compelling arguments for greater respect and application of FPRW, especially those receiving less attention overall or for work in settings that attract fewer resources from development partners.


Responsible units	Priority	Time implication	Resource implication
<ul style="list-style-type: none"> <li>► Governance, Rights and Dialogue Cluster (ADG/GRD): Governance and Tripartism Department (GOVERNANCE) and International Labour Standards Department (NORMES); with Better Work; Gender, Equality, Diversity and Inclusion Branch (GEDI); Inclusive Labour Markets, Labour Relations and Working Conditions Branch (INWORK); Labour Migration Branch (MIGRANT); Statistics (ILO-STAT), regional directors (Decent Work Technical Support Teams (DWTs), regional offices, country offices); in consultation with the Bureau for Employers' Activities (ACTEMP) and Bureau for Workers' Activities (ACTRAV).</li> </ul>		Immediate and long-term	Variable

### RECOMMENDATION 2

The ILO should formalize what is de facto the case: responsibility for FPRW related resource mobilization and technical services is distributed across various technical units. Within this context, to strengthen internal coherence, the ILO should:

- clarify the role of FUNDAMENTALS as a “centre of excellence” by refining and better communicating its mandate and strengths to other parts of the ILO, national constituents and donors (for example, the principal technical lead on child labour and forced labour projects, leading integrated FPRW research, promoting innovative project design and communication drawing on its own and other technical units and field personnel expertise for delivery);
- ensure that any future integrated FPRW strategy involves different branches and field personnel in the (re)design phase, and is accompanied by additional measures to make the strategy operational, and ensure that it is monitored and evaluated;


- ▶ continue research, advocacy and communication strategies that highlight the interconnections between FPRW, adapted to different country-level contexts;
- ▶ more consistently promote integrated and “one ILO” approaches at the country level, in collaboration with national constituents;
- ▶ promote work by interdisciplinary teams to develop cross-institutional work products, potentially by assessing such efforts in performance evaluations.

Responsible units	Priority	Time implication	Resource implication
▶ ADG/GRD: FUNDAMENTALS, NORMES		Immediate to medium-term	Variable

### RECOMMENDATION 3

The ILO should continue strongly to promote ratifications and greater synergies between the operations of the supervisory bodies and development cooperation programmes. To this end, it should:

- ▶ continue to provide tailor-made assistance to overcome obstacles to ratification, and capitalize on windows of opportunity towards universal ratification of the core standards;
- ▶ reinforce existing efforts to inform ILO programme staff, and project development and evaluation consultants, on the role and function of the supervisory bodies, possibly through mandatory training;
- ▶ strengthen guidance and quality control for the development of project documents, especially on how unrelated projects mainstream FPRW, the objective being to ensure coherence with the principles and, when possible, inclusion of promotional strategies for each of the FPRW;
- ▶ continue and reinforce existing efforts to build social partner capacity at the country level to use the supervisory system mechanisms designed to promote government accountability.


Responsible units	Priority	Time implication	Resource implication
▶ ADG/GRD: NORMES, FUNDAMENTALS		Medium to long-term	Medium
▶ External and Corporate Relations Cluster (ADG/ECR): PARTNERSHIPS			
▶ Corporate Services Cluster (ADG/CS): Human Resources Development (HRD)			
▶ EVAL			



## RECOMMENDATION 4

In embracing occupational safety and health (OSH) as the newly elevated FPRW, the ILO should apply some lessons learned, as documented in this evaluation report, and strengthen promotion of ratification and the supervisory mechanism of the Occupational Safety and Health Convention, 1981 (No. 155) and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), as well as expand areas of its work on OSH and FPRW, by:


- ▶ drawing on momentum created by the designation of safe and healthy work environments as an FPRW to develop products and campaigns to promote ratification of Conventions Nos 155 and 187, and support Member State promotion, respect and realization of the OSH FPRW, as was done with the Protocol of 2014 to the Forced Labour Convention, 1930, and remind Member States of their obligations to provide annual review reports where Conventions Nos 155 and 187 are not ratified.
- ▶ capitalizing on donor and constituent interest to work in areas where other FPRW intersect with OSH such as the elimination of child labour and the promotion of safe and healthy working environments for all workers, including young workers; responsible business conduct and OSH; workers' organizations and OSH culture promotion; and OSH in collective bargaining agreements.
- ▶ strengthening the capacity of the supervisory mechanism and its secretariat to monitor application of Conventions Nos 155 and 187, and deal with the increased reporting processing workload stemming from new ratifications.

Responsible units	Priority	Time implication	Resource implication
▶ ADG/GRD: Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH), FUNDAMENTALS and NORMES		Medium-term	Variable

## RECOMMENDATION 5

The ILO should continue to invest in and capitalize on strategic partnerships with other UN organizations, regional economic organizations and international financial institutions (IFIs) to integrate FPRW into international development frameworks on sustainable development, responsible business, human rights and inclusive and equitable economic growth. The ILO should:

- ▶ continue to promote FPRW integration and social partner participation in United Nations Sustainable Development Cooperation Frameworks;
- ▶ continue to participate in joint UN initiatives as a means of leveraging resources and positioning the ILO to mainstream FPRW in broader initiatives;
- ▶ strengthen alliances with institutions promoting human rights and advocating for greater civic space.

Responsible units	Priority	Time implication	Resource implication
▶ ADG/GRD: FUNDAMENTALS		Medium-term	Variable
▶ ADG/ECR: PARTNERSHIPS and DWTs			

## OFFICE RESPONSE

The Office welcomes the HLE, takes note of the 18 findings and is committed to taking the necessary measures to implement the five recommendations on the ILO's strategies and action on FPRW. The Office will use the recurrent discussion item conclusions (112th Session (2024) of the International Labour Conference, June 2024) and the follow-up plan of action, to be submitted to the Governing Body in Nov 2024, as an Office-wide road map for action on all FPRW, which will be aligned with and complement relevant specific plans of action, such as the plan of action concerning the ILO global strategy on occupational safety and health, or ILO strategies, including that on collective bargaining. The Office will also ensure higher visibility and higher work density on less frequently covered FPRW, including forced labour and freedom of association and collective bargaining.

On **Recommendation 1**, the Office will consolidate a "one ILO" framework for action to strengthen its strategy and actions on freedom of association and collective bargaining, around three strategic priorities: effective governance, strong and inclusive institutions and policies, and evidence-based advocacy. The Office will continue to strengthen its work on gender equality, non-discrimination and forced labour, by including these concepts in work related to the other categories of FPRW and vice versa, and by fostering greater collaboration across the Office. The Office will also promote stronger reflection of the FPRW across all new DWCPs.

On **Recommendation 2**, the Office will clarify the role of FUNDAMENTALS as lead unit in promoting all five FPRW, conducting integrated research, projects and advocacy, and providing technical expertise in the field of child labour and forced labour. FUNDAMENTALS will co-lead on freedom of association and collective bargaining as enabling rights and collaborate on non-discrimination (with GEDI) and occupational safety and health (LABADMIN/OSH). The Office, led by FUNDAMENTALS, will set up an Office-wide FPRW interdisciplinary team of focal points (headquarters, field and International Training Centre of the International Labour Organization (ITC–ILO)) to promote integrated and "one ILO" approaches towards FPRW at the country and global levels. The team will revise, monitor and support the implementation of the FPRW strategy, and the follow-up to the conclusions of the Recurrent Item Discussion, including through the four action programmes.

On **Recommendation 3**, the Office will design and implement global and country ratification campaigns, in line with the Programme and Budget, in particular regarding the least ratified international labour standards. The Office will also make greater efforts to link technical cooperation to the ILO supervisory bodies and develop tools (mapping of interventions and evidence-based selection methodology) to attract additional extrabudgetary Development Cooperation funding and scale up existing interventions on all FPRW. The Office will also ensure that project staff members gain greater understanding of the role and functions of the ILO supervisory bodies. Through the interdisciplinary team, the Office will further mainstream knowledge of ILO supervisory mechanisms across the Organization (field and headquarters).

On **Recommendation 4**, the Office will develop a Global Campaign that will focus on the ratification of Conventions Nos 155 and 187, and on the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No 87) () and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98) as enabling rights. Efforts will be deployed to increase donors' contributions for OSH and other FPRW and strengthen constituents' capacity to deliver on them (including to report on non-ratified FPRW Conventions).

On **Recommendation 5**, the ILO will increase its engagement with other UN agencies, IFIs and regional economic organizations, notably through Alliance 8.7, Equal Pay International Coalition, Fair Recruitment Initiative and other partnerships. It will also continue engaging in UN joint initiatives, including through United Nations Country Teams and development cooperation programmes, research (such as Global Estimates) and advocacy activities, including through the inclusion of FPRW in Common Country Analysis (CCAs) and United Nations Sustainable Development Cooperation Frameworks.



# Annexes

## ▶ ANNEX A. PEOPLE CONSULTED DURING INCEPTION PHASE

NAME	POSITION	DEPARTMENT	M/W
Philippe Vanhuynegem	Branch Chief	FUNDAMENTALS	M
Vera Perdigao-Paquette	Department Director	GOVERNANCE	W
Michaelle De Cock	Head, Research and Evaluation Unit	FUNDAMENTALS	W
Mini Thakur	Monitoring and evaluation (M&E) Officer and Evaluation Focal Point	Vision Zero Fund, LABADMIN/OSH	W
Javier Barbero Marcos	Senior Technical Specialist	LABADMIN/OSH	M
Chidi King	Branch Chief	GEDI	W
Esteban Tromel	Senior Disability Specialist	GEDI	M
Emanuela Pozzan	Senior Specialist, Gender Equality	GEDI	W
Eric Carlson	Disability Specialist	GEDI	M
Jurgen Menze	Disability Inclusion Officer	GEDI	M
Henrik Moller	Senior Relations Specialist	ACT/EMP	M
Laurence Dubois	Project Director, Global Accelerator Lab Project	FUNDAMENTALS	W
Catarina Braga	Labour Relations and Collective Bargaining Officer	INWORK	W
Ambra Migliore	Technical Officer	INWORK	W
Oluremi Doherty	Project Coordinator, Bridge Project	FUNDAMENTALS	M
Philippe Marcadent	Branch Chief	INWORK	M
Karen Curtis	Branch Chief	LIBSYND	W
Andrew Christian	Technical Specialist, Labour Inspection	LABADMIN/OSH	M
Lisa Wong-Ramesar	Senior Technical Officer, Non-Discrimination	FUNDAMENTALS	W
Xavier Beaudonnet	Head of Unit and Coordinator, Collective Bargaining	LIBSYND	M
Martin Oelz	Head of Unit, Commission of Inquiry	NORMES	M
Anna Torriente	Coordinator, Employment, Tripartite Constituents	LIBSYND	W
Joaquim Pintado Nunes	Branch Chief	LABADMIN/OSH	M
Mariangels Fortuny	Head of Unit	SECTOR	W
Kamran Fannizadeh	Deputy Director	GOVERNANCE	M
Lorenzo Guarcello	Policy Research and Statistics Officer	FUNDAMENTALS	M
Michelle Leighton	Branch Chief	MIGRANT	W
Victor Hugo Ricco	Senior Specialist in Workers' Activities	ACTRAV	M
Mélanie Jeanroy	Legal and Labour Protection Officer	ACTRAV	W
Benjamin Smith	Senior Technical Officer, Child Labour	FUNDAMENTALS	M
Benoit Guiguet	Senior Legal Specialist	LIBSYND	M
Alix Nisri	Project Coordinator, 8.7 Accelerator Lab	FUNDAMENTALS	W

NAME	POSITION	DEPARTMENT	M/W
Beate Andrees	Special Representative to the UN and Director	ILO Office for the United Nations	W
Manuela Tomei	Assistant Director-General	ILO	W
Dan Rees	Director of the Priority action programme “Decent work outcomes in supply chains”	ILO	M
Corinne Vargha	Director, International Labour Standards	NORMES	W
Tim De Meyer	Senior Adviser on Standards Policy	NORMES	M
Deepa Rishikesh	Head of Child Labour and Forced Labour Unit	NORMES	W
Chittarath Phouangsavath	Senior Legal Specialist	NORMES	M
Coen Kompier	ILS Specialist	DWT Cairo	M
Elena Gerasimova	ILS Specialist	DWT Delhi	W
Joni Simpson	Senior Specialist Gender, Equality, and Non-discrimination	DWT Bangkok	W
Youngmo Yoon	Senior Specialist in Social Dialogue and Industrial Relations	Beijing	M
Sophic De Connick	Senior specialist on Fundamental Principles and Rights at Work in Africa	DWT Abidjan	W
Bharati Pflug	Senior Specialist on Fundamental Principles and Rights at Work	DWT Bangkok	W
Andreas Klemmer	Director of Training	ITCILO Turin	M
Maura Miraglio	Senior Programme Officer	ITCILO Turin	W
Massimiliano Leone	Senior officer, Communication and Advocacy	ITCILO	M
Githa Roelans	Head, Multinational Enterprises and Enterprise Engagement Unit	MULTI	W
Josée Laporte	Specialist Corporate Social Responsibility	MULTI	W
Insaf Nizam	FPRW Specialist	DWT/CO-New Delhi	M
Andrea Marinucci	Strategic Partnership Technical Officer	ILO/OECD Global Deal	M
Katherine Torres	Senior Programme and Operations Officer	FUNDAMENTALS	W
Mara Fabra Porcar	Project Technical Officer	NORMES	W
Siska Dubbert	International Labour Standards and Labour Law Specialist	DWT/CO-Dakar	W
Leo Sibbel	Senior Social Dialogue and Labour Law Specialist	DWT/CO-Budapest	M
Esim Simel	Unit Head, Cooperatives	COOP	W
Sandra Yu	Technical Specialist, SME Enabling	SME	W
Craig Churchill	Unit Head	Social Finance Unit	M
Francesco d'Ovidio	Unit Head	Development Partners Relations	M
Julie Kazugui,	Senior Employers Specialist	DWT/CO-Dakar	W
Kattia Moreno Paredes	Senior Workers Specialist	CO-Abidjan	W
Dori Katalin Sari	Specialist on Industrial Relations Indicators	STAT	W

## OTHER

Diane Davoine	Program Lead, Workforce & Gender	International Finance Corporation	W
Pierre Vincensini	Senior Advisor	IOE	M
Rita Yip	Senior Legal and Policy Advisor	IOE	W
Jason Pegat-Toquet	Advisor	IOE	M
Jeroen Beirnaert	Director, Human and Trade Union Rights	ITUC	M



## ▶ ANNEX B. DOCUMENTS CONSULTED

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### **ILO REPORTS AND EVALUATIONS**

- ▶ Application of International Standards 2018, CEACR Report
- ▶ Application of International Standards 2019 CEACR Report
- ▶ Application of International Standards 2020 CEACR Report
- ▶ Application of International Standards 2021 CEACR Report
- ▶ Application of International Standards 2022 CEACR Report
- ▶ Independent evaluation of the ILO's strategies on Fundamental Principles and Rights at Work, 2015

### **ILO EVALUATION GUIDELINES, TERMS OF REFERENCE AND OTHER RELEVANT EVALUATION-RELATED DOCUMENTS**

- ▶ ILO Evaluation Office, ILO Policy Guidelines for Evaluation - Principles, rationale, planning and managing for evaluations - i-eval resources - 3rd Edition
- ▶ ILO Evaluation Office, Protocol 2: High-Level Evaluation (HLE) Protocol for DWCP Evaluation
- ▶ ILO Evaluation Office, Conducting High-level Evaluations in the ILO: A knowledge transfer note from the Evaluation Office to Evaluators (Jan 2019)
- ▶ ILO Evaluation Office, Guidance note 3.1: Integrating gender equality in monitoring and evaluation
- ▶ ILO Evaluation Office, Guidance Note 3.2: Adapting evaluation methods to the ILO's normative and tripartite mandate

### **ILC AND GOVERNING BODY DOCUMENTS**

- ▶ ILC Resolution concerning the second recurrent discussion on fundamental principles and rights at work. 2017
- ▶ ILC Resolution on Advancing Social Justice through Decent Work. 2016
- ▶ ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up. Adopted at the 86th Session of the ILC (1998) and amended at the 110th Session (2022)
- ▶ GB.331/INS/4/3(Rov.) Follow-up to the resolution concerning the second recurrent discussion on fundamental principles and rights at work. 2017
- ▶ GB.326/LILS/3/1 The Standards Initiative: Joint report of the Chairpersons of the Committee of Experts on the Application of Conventions and Recommendations and the Committee on Freedom of Association. 2016
- ▶ GB.340/INS/INF/2 Evaluation of the plan of action to give effect to the conclusions concerning the second recurrent discussion on fundamental principles and rights at work, adopted by the International Labour Conference in June 2017. 2020
- ▶ GB.335/POL/1(Rov.) Revisiting the plan of action on labour migration governance in consideration of the Global Compact for Safe, Orderly and Regular Migration. 2019
- ▶ GB.346/INS/17/1 Report of the Director-General First Supplementary Report: A Global Coalition for Social Justice. 2022
- ▶ GB.346/INS/INF/5 Report on the implementation of the ILO Disability Inclusion Policy and Strategy (2020–23). 2022



- ▶ GB.347/INS/7 Proposals and road map for the review of the Global Strategy on Occupational Safety and Health adopted at the 91st Session (2003) of the International Labour Conference and the promotion of a safe and healthy working environment as a new fundamental principle and right at work. 2023
- ▶ GB.342/INS/INF/2(Rev.1) Road map of actions to address all the outstanding issues mentioned in the complaint concerning non-observance by Bangladesh of the Labour Inspection Convention, 1947 (No. 81), Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98)
- ▶ GB.328/POL/3 Labour-related provisions in trade agreements: Recent trends and relevance to the ILO. 2016
- ▶ Conference Committee on the Application of Standards. Record of Proceedings 2021. International Labour Conference 109th Session, Geneva, 2021
- ▶ ILC.106/VI. Fundamental principles and rights at work: From challenges to opportunities. 2017
- ▶ ILC.109/IV(Rev.) Inequalities and the world of work. 2021

## ILO STRATEGIES AND PLANNING DOCUMENTS

- ▶ Programme and Budget for the Biennium 2018-19
- ▶ Programme and Budget for the Biennium 2020-21
- ▶ Programme and Budget for the Biennium 2022-23
- ▶ The Director-General's Proposed Programme and Budget for 2024-25
- ▶ Integrated Strategy on Fundamental Principles and Rights at Work 2017-2023
- ▶ ILO Action Plan for Gender Equality 2018-21
- ▶ ILO Action Plan for Gender Equality 2022-25
- ▶ ILO Disability Inclusion Policy and Strategy 2020-23
- ▶ IPEC+ Global Flagship Programme Implementation. Towards a world free from child labour and forced labour. 2020

## ILO AND OTHER WEB-BASED DATA BASES

- ▶ [NORMLEX Information System on International Labour Standards](#)
- ▶ [Decent Work Results dashboard](#)
- ▶ [ILO Development Cooperation Dashboard](#)
- ▶ [Forced Labour Observatory \(FLO\)](#)
- ▶ [Labour Rights in Law and Practice](#)

## OTHER RESOURCE DOCUMENTS

- ▶ Social Dialogue Report 2022. Collective bargaining for an inclusive, sustainable and resilient recovery
- ▶ 70 Years of the ILO Committee on Freedom of Association: A Reliable Compass in Any Weather. Edited by Karen Curtis and Oksana Wolfson. 2022
- ▶ Improving ILO evaluation methods to better capture ILO's specific normative and social dialogue mandate. David Tajgman. 2018

- ▶ Global Estimates of Modern Slavery Forced Labour and Forced Marriage. ILO, IOM, & Walk Free. 2022
- ▶ Core Labor Standards Handbook. ILO & ADB. 2006
- ▶ The Teeth of the ILO. The Impact of the Declaration on Fundamental Principles and Rights at Work. Kari Tapiola.

**We Need a Better Bangladesh. Violations of Workers' Rights in the Ready-Made Garment, Shipbreaking, and Leather Sectors. ITUC. 2022**

- ▶ Child Labour Global Estimates 2020, Trends and the Way Forward. ILO & UNICEF. 2021
- ▶ China's Ratification of the ILO Forced Labour Conventions: A Hollow Gesture? Nicola MacBean. Made in China Journal. 2022
- ▶ Ending Forced Labour by 2030. A Review of Policies and Programmes. ILO. 2018
- ▶ The Flagship Programmes Brochure. ILO
- ▶ Fundamental Principles and Rights at Work Fact Sheet. ILO. 2020
- ▶ Handbook on Assessments of Labour Provisions in Trade and Investment Arrangements. ILO. 2017
- ▶ The ILO System of Supervision and Compliance Control: A Review and Lessons for Multilateral Environmental Agreements. Cesare P.R. Romero. 1996
- ▶ ILO Research Programme on Integrating Trade and Decent Work. ILO. 2021
- ▶ Labour law and Corporate Social Responsibility: the new challenges. Loyens & Loeff. 2021
- ▶ The Promotion of LGBT Rights in the Work Place. Project "Building equal opportunities in the workplace: fighting homo-lesbo-transphobia.". ILO, UNAIDs, & UNDP. 2015
- ▶ Multiple Discrimination in the World of Work. Colleen Sheppard. McGill University. 2011
- ▶ Standard-setting policy: Ratification and promotion of fundamental ILO Conventions. Summary table of the technical assistance provided by the ILO to the member States in relation to the promotion and ratification of fundamental ILO Conventions (May 1995-October 1997). ILO
- ▶ 2017 Recurrent Discussion on Fundamental Principles and Rights at Work (FPRW). PowerPoint Presentation
- ▶ A Robust World Bank Labor Safeguard and IFI Support for a Wage and Public Investment Led Recovery. Statement by Global Unions to the 2014 Annual Meetings of the IMF and World Bank Washington, 10-12 October 2014. ITUC
- ▶ ILO structure and organization organigram
- ▶ New ILO Chief Plans Crackdown on Forced Labor in Supply Chains. Bryce Baschuk. 2022
- ▶ Rules of the Game. An introduction to the standards-related work of the International Labour Organization. ILO. 2019
- ▶ ILO Decent Work interventions in global supply chains: A synthesis review on lessons learned; what works and why 2010–2019 / International Labour Office, Evaluation Office – Geneva: ILO, 2019.



## ANNEX C. PERSONS CONSULTED IN CASE STUDY COUNTRIES

NAME	POSITION	INSTITUTION	M/W
<b>Guatemala</b>			
Rafael Eugenio Rodríguez Pellecer	Ministro	Ministerio de Trabajo y Previsión Social	M
María Isabel Salazar Urrutia	Viceministra	Viceministerio de Administración del Trabajo	W
Eleonora Escriba Mazariegos	Directora	Dirección de Asuntos Internacionales del Trabajo	W
Walkiria Zulena Villatoro Robledo	Fiscal de Sección	Fiscalía de Delitos Contra Operadores de Justicia y Sindicalistas	W
Erick Schaeffer	Sub Secretario	Ministerio Público	M
Luis López Cortez	Secretario General de la Central General de Trabajadores de Guatemala y Coordinador del Movimiento Autónomo de Guatemala	Movimiento Sindical Autónomo de Guatemala (CGTG-CUSG-UNISTRAGUA)	M
Angel Rafael Segura García	Secretario General	Confederación de Unidad Sindical de Guatemala (CUSG)	M
Guido Ricci	Director Asuntos Laborales CACIF	Comité Coordinador de Asociaciones Agrícolas, Comerciales, Industriales y Financieras (CACIF)	M
Alicia Valenzuela	Comisión Laboral CACIF	Comité Coordinador de Asociaciones Agrícolas, Comerciales, Industriales y Financieras (CACIF)	W
Marlene Mazariegos	Gerente Área Jurídica y Laboral	Cámara del Agro de Guatemala (CAMAGRO)	W
Alejandro Martínez Rosales	Oficial de Cooperación	Delegación de la Unión Europea en Guatemala	M
Carlos Linares Palma	Coordinador de Oficina de Proyectos de OIT en Guatemala	Organización Internacional del Trabajo	M
Guillermo Gándara	Coodinador de Proyecto	Organización Internacional del Trabajo	M
Cristina González Fracno	Oficial Nacional de Proyecto	Organización Internacional del Trabajo	W
<b>Peru</b>			
Oscar Enrique Malca Naranjo	Director General	Dirección General de Derechos Fundamentales y Seguridad y Salud en el Trabajo (DGDFSST)	M
Jorge Larrea de Rossi	Gabinete de Asesores del Despacho Ministerial / Secretario Técnico del Consejo Nacional del Trabajo	Dirección General de Derechos Fundamentales y Seguridad y Salud en el Trabajo (DGDFSST)	M

NAME	POSITION	INSTITUTION	M/W
María Paula Távara	Especialista en Política Pública del Consejo Nacional del Trabajo	Dirección General de Derechos Fundamentales y Seguridad y Salud en el Trabajo (DGDFSST)	W
Pedro Cárdenas	Coordinador de Articulación de Actividades de la Secretaría Técnica del CNT	Dirección General de Derechos Fundamentales y Seguridad y Salud en el Trabajo (DGDFSST)	M
Sergio Arturo Quiñones Infante	Director General	Dirección General de Derechos Fundamentales y Seguridad y Salud en el Trabajo (DGDFSST)	M
Rosa Capcha	Supervisora Inspectora trabajo forzoso y trabajo infantil	SUPERINTENDENCIA NACIONAL DE FISCALIZACIÓN LABORAL - SUNAFIL	W
Ana Maria Valencia Cantuta	Directora General y Representante Trabajo Forzoso	Dirección de Sistematización Jurídica y Difusión	W
Alberto Arenas	Director de Protección Especial (Trata de personas y Trabajo Forzoso)	Ministerio de la Mujer y Poblaciones Vulnerables	M
Juan Pedro Chang Castro	Secretario de Organización	Central Unitaria de Trabajadores del Perú - CUT	M
Rolando Alfonso Torres Prieto	Secretario de organización	Central Autónoma de Trabajadores del Perú - CATP	M
Paola Egusquiza	Representante del sector trabajador en el Comité Directivo Nacional de PETI Perú/ punto focal de la Iniciativa Regional	Central Autónoma de Trabajadores del Perú - CATP	W
Cecilia Flore	Representante del sector empleador en el Comité Directivo Nacional de PETI Perú/ punto focal de la Iniciativa Regional	Confederación Nacional de Instituciones Privadas del Perú - CONFIEP	W
Magola Barreiro	Directora Ejecutiva / experiencia piloto de la Política Nacional	ONG Desarrollo y Autogestión	W
Thomas Wissing	Director Adjunto	Oficina de la OIT para los Países Andinos	M
Marialaura Fino	Especialista en Normas Internacionales del Trabajo	Oficina de la OIT para los Países Andinos	W
Maribel Batista	Especialista ACTRAV ORLAC	Oficina de la OIT para América Latina y el Caribe	W
Luis González	Especialista ACTEMP	Oficina de la OIT para los Países Andinos	M
Kathia Romero	Oficial de Programa Secretaria Técnicaa Iniciativa Regional de América Latina y el Caribe Libre de Trabajo Infantil	Oficina de la OIT para América Latina y el Caribe	W
Karina Jensen	Especialista Técnica y Jefa del Proyecto"Alianzas en Acción para Terminar con la Trata de Niñas, Niños y Adolescentes en el Perú"	Oficina de la OIT para los Países Andinos	W

NAME	POSITION	INSTITUTION	M/W
Rocio Valencia	Coordinadora Nacional Proyecto “Abriendo Puertas: más y mejores oportunidades de trabajo decente para las trabajadoras del hogar de Perú”	Oficina de la OIT para los Países Andinos	W
Teresa Torres	Coordinadora Nacional Proyecto del “Protocolo a la Práctica un Puente pa la Acción Global conta el Trabajo Forzoso- Bridge Project”	Oficina de la OIT para los Países Andinos	W
<b>Vietnam</b>			
Luu Quang Tuan	Director-General, International Cooperation Dept	MoLISA	M
Huong	International Cooperation Dept	MoLISA	W
Nguyen Thi Van	Official, Legal Affairs Dept	MoLISA	W
Tran Thi Lieu	Deputy Director-General, Dept of IR and Wage Affairs	MoLISA	W
Thuy Linh	Head of Division, Dept of IR and Wage Affairs	MoLISA	W
Trang	Dept of IR and Wage Affairs	MoLISA	W
Thu Thuy	Head of Division, Inspectorate Dept	MoLISA	W
Bui Doan Trung	Head of Division, Worksafe Dept	MoLISA	M
Nguyen Thi Mo	Official, Dept. of Child Affairs	MoLISA	W
Pham Viet Huong	Deputy Director-General, Dept. of Oversea Labour	MoLISA	M
Nguyen Thanh Tung	Dept. of Oversea Labour	MoLISA	M
Tran Thi Hong Lien	Deputy Director, Bureau for Employer's Activities	VCCI	W
Mai Hong Ngoc	Manager, Bureau for Employers' Activities	VCCI	W
Nguyen Duc Thinh	ICD Director	VCGL	M
Ha Thi Phuong Thao	ICD	VCGL	W
Le Dinh Quang	Vice Chief, Policy Dept.	VCGL	M
Tran Thu Hang	Deputy Director, International Cooperation Dept	VCI	W
Khong Hoang Khoi	Department of International Organisations	MoFA	M
Giang	International Law Department	MoJ	W
Nguyen Manh Cuong	former ICD Director	MoLISA	M
Nguyen Thi Duy Huong	Head of Programmes	Sai Gon Children's Charity	W
Pauline Tamesis	UN Resident Coordinator	UNCT	W
Nguyen Ngoc Anh	Child Protection Specialist	UNICEF	M
Yin Doyen	Head of Projects and Partnership	IOM	W
Ingrid Christensen	CD	Country Office	W
Nguyen Ngoc Trieu	Senior Programme Officer	Programme	M

NAME	POSITION	INSTITUTION	M/W
Nguyen Son Ngoc	Programme Officer	Programme	M
Nguyen Hoang Ha	Programme Officer	Programme	M
Phillip Hazelton	Project Manager	NIRF	M
Nguyen Thi Mai Thuy	National Project Coordinator	Ship to Shore	W
Do Thi Thu Huong	National Project Coordinator	Trade for Decent Work	W
Dang Thi Ngoc Diep	National Project Coordinator	NIRS	W
Vu Kim Hu	National Project Coordinator	Promotion & improvement of compliance & social dialogue in global supply chains	W
Nguyen Thi Mai Oanh	National Project Manager	ENHANCE	W
Pham Quoc Thuan	Enterprise Advisor Team Leader	Better Work, HCMC	M
Kristina Kurths	Programme Manager	VZF-Nestle	W
Pham Lan	National Project Coordinator	Safe and Fair- UN Women	W
Changhee Lee	Country Director	ILO China (former Viet Nam CD)	M
<b>Egypt</b>			
Eric Oechslin	CO/DWT Director	ILO	M
Sarah Sabri	Programme Officer	ILO	W
Coen Kompers	ILS Specialist	ILO	M
Marwa Salah	National Project Manager	ILO, Accelerating Action for the Elimination of Child Labour in Supply Chains in Africa (ACCEL)	W
Yasmin Ragab	National Project Coordinator	ILO, Combatting Human Trafficking in Egypt	W
Tareq AbuQaoud	Programme Manager	ILO, Better Work Jordan	M
Ala'a Alsaifi	Program and Operations Officer	ILO, Better Work Programme, Strengthening Labour Relations and their Institution in Egypt	M
Farid Hegazy	Employers' Specialist	ILO	M
Wafaa AbdelKader	Workers' Activities Specialist	ILO	W
Rihame Madbouli	National Project Coordinator	ADWA Project	W
Farah El Batrawy	National Project Coordinator	THAMM Project	W
Nashwa Belal	Chief Technical Advisor	Egypt Youth Employment (EYE-RAWABET) Project	W
Dr. El Sayed Yorky	Senior Advisor	Federation of Egyptian Industries	M
Mr. Saad Shabaan	President	Egyptian Democratic Labour Congress (EDLC)	M
Anne Poorta	Strategic Advisor to the UN Resident Coordinator's Office	United Nations	W
Nada Mahamoud	Head of Trafficking in Person's	IOM	W
Merna Ashraf	National Officer	UNODC	W

NAME	POSITION	INSTITUTION	M/W
<b>Cote D'Ivoire</b>			
Frédéric Lapeyre	Country Office Director	ILO	M
Minoru Ogasawara	Chief Technical Advisor Accel Africa	ILO	M
Madame Kanou	admin Projet ACCEL	ILO	W
Euphrem Ndempo	National Programme Officer, Accel Africa project	ILO	M
Julie Kazugui	Senior Employers Specialist	ILO	W
Kattia Moreno Paredes	Senior Workers Specialist	ILO	W
Constantin YEBE	UNAIDS focal point	ILO	M
Tanou Aya Alida	National Project Coordinator	ILO	W
Jenny Harold Nahounou	National Programme Coordinator, Trade for Decent Work	ILO	M
Marie Laure Assirifix	National Programme Coordinator	ILO	W
Jospef Mo Mo	Chief, Regional Programming Unit, Africa Regional Office	ILO	M
Roland Bissie	National Programme Coordinator	ILO	M
Alan Beugre		Agence pour la promotion de l'Inclusion financière	M
GUEI Siesson Romeo	Point Focal ACCEL Africa	Agence Nationale d'Appui au Développement Rural	M
M. Oufouezk		Comite national de lutte contre le trait de person	M
M. Amany		CNS Consultant Comité National de Surveillance des Actions de Lutte contre la Traite, l'Exploitation et le travail des Enfants	M
Brigette Tralue		Comité National de Surveillance des Actions de Lutte contre la Traite, l'Exploitation et le travail des Enfants	W
Tessy Winkelman	Consultant	Comité National de Surveillance des Actions de Lutte contre la Traite, l'Exploitation et le travail des Enfants	W
Dr. Kaba Karidja	Directeur	Direction Sécurité et Sante au Travail	W
Messou Marie Rose	Directeur	Directeur Inspection du Travail	W
Benjamin Salue		Direction régional du travail	M
Bassa Eathaie		Direction régional du travail	W
Grah Patrick		Direction Inspection du Trail	M
Akanza Koffi Joseph		Unions Generales des Travailleurs de Cote d'Ivoire (UGTCI)	M
Yao Kobenan Donga		Federation des Syndicats Autonomes de Cote d'Ivoire (FESACI)	M



NAME	POSITION	INSTITUTION	M/W
Rabet Jean Chanole		Union Nationale des Travailleurs de Cote d'Ivoire (UNATRCI)	M
Unknown		Cocoa Coopératives	M
Unknown		Cocoa Coopératives	M
Unknown		Cocoa Coopératives	M
Unknown		Cocoa Coopératives	M
Unknown		Cocoa Coopératives	W
Yao Rodolphe		DRH Tietto Minerals Cote d'Ivoire	M
Be Jan Vier		International Cocoa Initiative	M
Malthilde Sokoty Koua	Human Rights Specialist	Nestle	W
Eduard Ladouyou		Confédération Générale des Entreprises de Côte d'Ivoire	M
Diallo Ousseine	Executive Secretary	Fédération des Organisations Patronales De l'Afrique Occidental	M
Bodo Leopold		Confédération Générale des Entreprises de Côte d'Ivoire	M
DOU Eva		Union Des Entreprises Agricoles Et Forestieres	W
Abde Yapo Maxime		Confédération Générale des Entreprises de Côte d'Ivoire	M
M Bamba Assouman		Conseil National Droits de l'Homme	M
M YAPI Adon Lebonce		Conseil National Droits de l'Homme	M
M Soro Kassininbin		Conseil National Droits de l'Homme	M
M EPINZAGNE Augustin		Conseil National Droits de l'Homme	M
SOUMAHORO Gbato		UNICEF	M
<b>Kenya</b>			
Caroline Nkuti	Programme Manager, Officer in Charge	ILO	W
Gertrude Angote	National Programme Coordinator, All Hands Kenya	ILO	W
Hellen Magutu	UNAID National Programme Coordinator	ILO	W
Isaac Muema	National Programme Officer, Inclusive Growth Through Decent Work in the Great Rift Valley	ILO	M
Aida Awel	Chief Technical Advisor	ILO	W
Chris Agunga Duncan	Technical Officer	ILO	M
Hellen Apiyo	Assistant Labour Commissioner	Ministry of Labour and Social Protection (MoLSP) National Steering Committee on Child Labor	W

NAME	POSITION	INSTITUTION	M/W
Christine Otieno Obara	Assistant Labour Commissioner	Ministry of Labour and Social Protection (MoLSP)	W
Mr. Justus Nyakego Head		Compliance, Directorate of Occupational Safety and Health (DOSHS)	M
Unknown		National Productivity and Competitiveness Centre (NPCC)	M
Mr. Mwambi Mong'are	Deputy Director	Ministry of Labour and Social Protection Child Labour Department	M
Christine Ondieki	Labour Officer	Ministry of Labour and Social Protection Child Labour Department	W
Hon. Hellen Wasilwa	Judge	ELRC Nakuru, Employment and Labour Relations Court	W
Josephat Kimemia	Director Youth Affairs	County Government of Nakuru	M
David Warui	Director Vocational Training Centres	County Government of Nakuru	M
Ms. Selina Ngei		Central Organization of Trade Unions Kenya (COTU-K)	W
Mr. Stephen Obiro		Federation of Kenya Employers (FKE)	M
Dancan Omondi		Federation of Kenya Employers (FKE)	M
Leticia Muhandichi		Federation of Kenya Employers (FKE)	W
William Wandera		Federation of Kenya Employers (FKE)	M
Susan Muhuni		Federation of Kenya Employers (FKE)	W
Ms. Rose Kubai		Federation of Kenya Employers (FKE)	W
Winnie Mutevu		Awareness Against Human Trafficking (HAART Kenya)	W
Edith Murogo	Executive Director	Centre for Domestic Training and Development (CDTD)	W
Kevin Gikonyo	Project Officer	Centre for Domestic Training and Development (CDTD)	M
Benedict Mutethya		Sightsavers	M
Sally Nduta	Chief Executive Officer	United Disabled Persons of Kenya (UDPK)	W
Miriam Mang'oka		Awareness Against Human Trafficking (HAART Kenya)	W

## ▶ ANNEX D. DRAFT DATA COLLECTION PROTOCOLS

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### GUIDELINES FOR ILO STAFF

Date:

Interviewer Name:

Primary Notetaker Name:

Respondent Name:

Respondent title:

Respondent Organization:

Sex of respondent:

▶ Introductions: participants briefly introduce themselves, their role and areas of work

▶ Evaluation protocol explained, consent requested.

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1. What were the most important achievements/outcomes of the project/programme on the promotion, respect and application of FPRW in country X since 2018? How has the project contributed to....

- ▶ Increasing the body of knowledge or available data on a particular FPRW-related topic?
- ▶ Promoting FPRW-related policy, legal or institutional reforms? What are examples of important reforms?
- ▶ Increasing awareness of FPRW?
- ▶ Increasing the capacity of ILO constituents to promote FPRW?
- ▶ ratification or progress toward the international labour standards (with focus on the core conventions)?

Were there any examples of intervention models that were very effective or innovative? Any intervention models that failed?

2. What factors (key constraints, stakeholder priorities, political economy trade-offs) informed ILO's work on FPRW since 2018?

- ▶ What are examples of ILO programme design choices being driven by national stakeholders? Its own or others' analytical work?
- ▶ How have comments or recommendations from the ILO's supervisory bodies on FPRW been incorporated in/addressed by country programme strategies and action?
  - ▶ Explore key informant's knowledge/follow-up on a) issues raised by CEACR (based on info provided by David) b) 1998 Declaration special follow-up mechanisms c) general knowledge of the workings of the supervisory bodies.
  - ▶ Is there a process for ensuring the country office is aware of comments or recommendations made by the supervisory bodies?

- ▶ How has the agenda of bilateral donors affected the approach taken by the country office on FPRW? Or vice versa?
  - ▶ In what ways did trade or global supply chain issues shape the national agenda on FPRW?
  - ▶ How did COVID-19 affect ILO action on FPRW? How have FPRW strategies and action adapted to post COVID recovery needs?
  - ▶ Was there a particular policy document which guided you in your work on FPRW?
3. To what extent did the ILO country programme support ILO constituents to promote, respect, and apply all four categories of FPRW?
- ▶ What factors have constrained ILO capacity to advance all four categories of FPRW?
  - ▶ What strategies or actions have helped the CO achieve greater balance in its promotion efforts (probe on “integrated” and “mainstreaming” strategies)
  - ▶ Are ILO funding partners equally interested in promoting all the four fundamental principles and rights? How has the ILO mobilized resources to fill in gaps? Mainstreaming? RBSA? Other strategies? Are there particular principles and rights which partners are not as interested in?
  - ▶ Are ILO's tripartite constituents interested in addressing all the four fundamental principles and rights?
  - ▶ What impact will the addition of OSH as a fundamental principle have on addressing the other core fundamentals? Will it make it easier or more difficult?
4. How did the project/country programme contribute to building the capacity of tripartite constituents for the promotion of FPRW? How effectively has social dialogue been embedded into the work?
- ▶ On what FPRW topics is demand for capacity building the strongest? Have the demands been different between tripartite constituents?
  - ▶ Which approaches to capacity building were the most impactful?
  - ▶ Where do the biggest gaps remain?
5. How has the project/programme promoted sustainability in its strategies/interventions on FPRW?
- ▶ What are examples of the ILO...
    - ▶ creating national ownership on the FPRW among tripartite constituents and other stakeholders
    - ▶ institutionalizing interventions strategies
    - ▶ embedding improved promotion of FPRW in national/regional legal/regulatory and policy frameworks
    - ▶ implementing other strategies that support sustainability (attracting new development partner support on an issue, getting national or local government budget allocations)?
6. What are examples of emerging high-level impacts from ILO strategies and action on FPRW?
- ▶ What effect on the lives of the ultimate target groups of ILO's work has the project had? Can this be differentiated between different groups (ie women, men, persons with disabilities, migrants, older people etc?)
  - ▶ Have there been policy changes you can identify as a result of ILO's action on FPRW?
  - ▶ Have there been improvements in opportunities for freedom of association for workers and collective bargaining between employers and workers?

7. How effective has the ILO been in mobilizing new resources and aligning available human and financial resources in support of FPRW promotion in country X since 2018?
  - ▶ How satisfied are you with the support the country programme/project has received from the DWT, the regional office, and ILO HQ on FPRW? What are examples of positive contributions? What are your suggestions regarding how to make the contributions from these offices more strategic/effective/efficient?
  - ▶ Have available financial resources been adequate for effective FPRW promotion? Is mobilizing resources for some principles easier than for others? What have been the most critical gaps? In what ways has the country programme attempted to fill in gaps? What have been the consequences of inadequate resource availability? What else might have been done?
  - ▶ To what extent are HQ strategies (like FUNDAMENTALS Integrated Strategy on FPRW, biennial P&B) useful in guiding CO strategies and action in the field?
8. How did the ILO contribute to stronger and better aligned promotion of FPRW within the UN family of organizations? With other national (in addition to its tripartite constituents) and international development cooperation partners?
  - ▶ To what extent was the ILO effective in integrating analysis and actions on FPRW in the Common Country Analysis (CCA) and/or UN Sustainable Development Cooperation Framework? To what extent were ILO tripartite constituents involved in shaping the UN country cooperation framework?
  - ▶ In what ways has the ILO influenced UN and other international organizations' agenda on FPRW in the country? What examples are there of ILO research, tools, expertise influencing the agenda? Have there been any "lost opportunities"?
  - ▶ Are there examples of joint programmes with UN agencies which demonstrate an integrated or complementary approach to promoting FPRW?
  - ▶ Are the examples of UN agencies working in ways that undermine FPRW? How did the office attempt to mitigate these challenges in this circumstance?
  - ▶ To what extent has there been cooperation or dialogue between the ILO and International Finance Institutions (the World Bank, regional development banks) on FPRW in country X since 2018?
  - ▶ What examples are there of cooperation or dialogue between the ILO and regional political and economic organizations (i.e. ASEAN, ECOWAS, SAARC, etc)?

## **SPECIFIC ISSUES THAT MIGHT BE PROBED ON EACH FUNDAMENTAL PRINCIPLE AND RIGHTS...**

### **On non-discrimination in employment practices and pay...**

- ▶ What research has the ILO produced on the topic of gender equality, inclusion, non-discrimination?
- ▶ What specific forms of discrimination have been included in the COs work?
- ▶ What examples are there of representative organisations of vulnerable groups being consulted, strengthened, and/or actively involved in the design and implementation of programmes? May include tribal peoples representative bodies, PWD organizations, ....
- ▶ What are examples of ILO projects/programmes strengthening discrimination grievance reporting mechanisms?

- ▶ Legal or regulatory reforms?
- ▶ Are there any joint programmes with links to FPRW that contribute to the UNCT reporting on its performance in either the Gender SWAP or the UNDIS?
- ▶ Have there been attempts to measure discrimination or ensure the inclusion of particular groups in household surveys and other survey tools by the national statistical offices?

### On freedom of association...

- ▶ Legal or regulatory reforms strengthening rights on the voluntary establishment and growth of free, independent and representative employers' and workers' organizations.
- ▶ Strengthening protection...building the capacity of labour inspectors, the court system, or other law enforcement to detect and remediate anti-union discrimination, acts of interference including threats of violence or intimidation, union busting behaviours
- ▶ Strengthening labour dispute resolution mechanisms
- ▶ Building capacity of workers' and employers' organizations to expand their membership, educate their members on FPRW laws and rights
- ▶ FOACB integrated with work on other fundamental principles- child labour, forced labour, and non-discrimination?

### On collective bargaining....

- ▶ Creating an enabling legal and institutional framework for collective bargaining
- ▶ Building social partner capacity to negotiate and formulate collective agreements
- ▶ Facilitating collective bargaining on any level (firm, industry, national)
- ▶ Ensuring negotiating parties have access to the information required for meaningful negotiations
- ▶ Establishing procedures for the settlement of labour disputes for non-respect of collective agreements

### On child labour....

- ▶ Expanding the knowledge base (prevalence surveys, other research)
- ▶ Developing national action plans
- ▶ Reforming laws (strengthening penalties for violations, raising minimum age)
- ▶ Strengthening mechanisms for CL detection and monitoring (by the inspectorate, by community-based organizations, etc.)
- ▶ Strengthening referral mechanisms to help victims access available social services
- ▶ Improving national strategies to address economic root causes (livelihood improvement programmes, social finance, targeted social protection policies)
- ▶ Awareness raising campaigns
- ▶ Improving public policies and programmes on education
- ▶ Defining/updating list of hazardous occupations forbidden to children
- ▶ Improving working conditions for young workers

### On forced labour....

- ▶ Expanding the knowledge base (prevalence surveys, other research)
- ▶ Developing national action plans
- ▶ Reforming laws (strengthening penalties for violations)
- ▶ Strengthening mechanisms for FL detection and monitoring (by the inspectorate, by community-based organizations, etc.)
- ▶ Strengthening protections for migrant workers (fair recruitment, improved migration policies, bilateral labour migration agreements)
- ▶ Strengthening victim support programmes
- ▶ Improving national strategies to address economic root causes (livelihood improvements, targeted social protection policies)
- ▶ Awareness raising programmes

## GUIDELINES FOR TRIPARTITE CONSTITUENTS

Date:

Interviewer Name:

Primary Notetaker Name:

Respondent Name:

Respondent title:

Respondent Organization:

Sex of respondent:

▶ Introductions: participants briefly introduce themselves, their role and areas of work

▶ Evaluation protocol explained, consent requested.

1. What involvement have you had with ILO's efforts to promote, respect and apply FPRW since 2018?
  - ▶ What projects were you involved in?
  - ▶ How effectively were you consulted by ILO in the design and implementation of these projects?
  - ▶ Have you been involved in designing any strategic responses (such as the DWCP) to FPRW?
  - ▶ Have you been involved in commenting on the application of ratified fundamental conventions to the ILO's supervisory bodies, or in seeking through FPRW Annual Review reporting TA in respect of fundamental principles where there is no ratification?
2. What were the most important achievements/outcomes of the ILO on the promotion, respect and application of FPRW in country X since 2018? How has the ILO contributed to....
  - ▶ Increasing the body of knowledge or available data on a particular FPRW-related topic?
  - ▶ Promoting FPRW-related policy, legal or institutional reforms? What are examples of important reforms?
  - ▶ Increasing awareness of FPRW?



- ▶ Increasing the capacity of ILO constituents to promote FPRW?
- ▶ ratification or progress toward applying the international labour standards (with focus on the core conventions)?

Were there any examples of intervention models that were very effective or innovative? Any intervention models that failed?

3. How does ILO's work on FPRW align with your governments/organisation's policies and priorities?
  - ▶ What requests for support did you make to ILO? Have any of these requests been because of comments or recommendations from the ILO's supervisory bodies on FPRW
  - ▶ What work/priority has been conducted/given by you to the following since 2018:
    - ▶ Freedom of Association
    - ▶ Collective Bargaining
    - ▶ Non-discrimination
    - ▶ Equal Pay
    - ▶ Forced Labour
    - ▶ Child Labour
  - ▶ In what ways did trade or global supply chain issues shape the national agenda on FPRW?
  - ▶ How did COVID-19 affect the priority given to action on FPRW? How have FPRW strategies and action adapted to post COVID recovery needs?
4. How effective do you think ILO's support to you on FPRW has been since 2018?
  - ▶ Are you satisfied with the support given?
  - ▶ How effective has the work on social dialogue been? Has there been good interaction between the government, employers, and workers on FPRW issues?
  - ▶ What kind of capacity building has been given to you?
  - ▶ How effective have these been? Can you give practical examples of how any capacity building has changed your policies or working approach to addressing FPRW?
  - ▶ What gaps remain? Have you been able to access support in all four categories?
  - ▶ Do you have admiratives/governance structures that facilitate integration of work across the categories
5. How has the project/programme promoted sustainability in its strategies/interventions on FPRW?
  - ▶ What are examples of the ILO...
    - ▶ creating national ownership on the FPRW among tripartite constituents and other stakeholders
    - ▶ institutionalizing interventions strategies
    - ▶ embedding improved promotion of FPRW in national/regional legal/regulatory and policy frameworks
    - ▶ promoting ratification as a way of sustaining decent work and fundamental rights
    - ▶ implementing other strategies that support sustainability (attracting new development partner support on an issue, getting national or local government budget allocations)?

6. What are examples of emerging high-level impacts from ILO strategies and action on FPRW?
  - ▶ What effect on the lives of the ultimate target groups of ILO's work has had? Can this be differentiated between different groups (ie women, men, persons with disabilities, migrants, older people etc?)
  - ▶ Have there been policy changes you can identify as a result of ILO's action on FPRW?
  - ▶ Have there been improvements in opportunities for freedom of association for workers and collective bargaining between employers and workers?

## **SPECIFIC ISSUES THAT MIGHT BE PROBED ON EACH FUNDAMENTAL PRINCIPLE AND RIGHTS....**

### **On non-discrimination in employment practices and pay...**

- ▶ What research have you been involved in that the has ILO produced on the topic of gender equality, inclusion, non-discrimination?
- ▶ What specific forms of discrimination are a focus of your work?
- ▶ How effectively has ILO been able to ensure that civil society organisations (apart from social partners?) representing vulnerable and marginalised groups are included/involved in projects?
- ▶ What are examples of ILO projects/programmes strengthening discrimination grievance reporting mechanisms?
- ▶ Are there examples of legal or regulatory reforms related to FPRW which have been passed with contributions from the ILO?
- ▶ Addressing supervisory body comments?

### **On freedom of association...**

- ▶ Legal or regulatory reforms strengthening rights on the voluntary establishment and growth of free, independent and representative employers' and workers' organizations.
- ▶ Strengthening protection...building the capacity of labour inspectors, the court system, or other law enforcement to detect and remediate anti-union discrimination, acts of interference including threats of violence or intimidation, union busting behaviours
- ▶ Strengthening labour dispute resolution mechanisms
- ▶ Building capacity of workers' and employers' organizations to expand their membership, educate their members on FPRW laws and rights
- ▶ FOACB integrated with work on other fundamental principles- child labour, forced labour, and non-discrimination?
- ▶ Addressing supervisory body comments?

### **On collective bargaining....**

- ▶ Creating an enabling legal and institutional framework for collective bargaining
- ▶ Building social partner capacity to negotiate and formulate collective agreements
- ▶ Facilitating collective bargaining on any level (firm, industry, national)
- ▶ Ensuring negotiating parties have access to the information required for meaningful negotiations

- ▶ Establishing procedures for the settlement of labour disputes for non-respect of collective agreements
- ▶ Addressing supervisory body comments?

### On child labour....

- ▶ Expanding the knowledge base (prevalence surveys, other research)
- ▶ Developing national action plans
- ▶ Reforming laws (strengthening penalties for violations, raising minimum age)
- ▶ Strengthening mechanisms for CL detection and monitoring (by the inspectorate, by community-based organizations, etc.)
- ▶ Strengthening referral mechanisms to help victims access available social services
- ▶ Improving national strategies to address economic root causes (livelihood improvement programmes, social finance, targeted social protection policies)
- ▶ Awareness raising campaigns
- ▶ Improving public policies and programmes on education
- ▶ Defining/updating list of hazardous occupations forbidden to children
- ▶ Improving working conditions for young workers
- ▶ Addressing supervisory body comments?

### On forced labour....

- ▶ Expanding the knowledge base (prevalence surveys, other research)
- ▶ Developing national action plans
- ▶ Reforming laws (strengthening penalties for violations)
- ▶ Strengthening mechanisms for FL detection and monitoring (by the inspectorate, by community-based organizations, etc.)
- ▶ Strengthening protections for migrant workers (fair recruitment, improved migration policies, bilateral labour migration agreements)
- ▶ Strengthening victim support programmes
- ▶ Improving national strategies to address economic root causes (livelihood improvements, targeted social protection policies)
- ▶ Awareness raising programmes
- ▶ Addressing supervisory body comments?

## SURVEY OF ILO STAFF

1. I am well-informed on what are fundamental principles and right at work (FPRW) according to the ILO.
  - ☐ Strongly agree
  - ☐ Agree
  - ☐ Disagree
  - ☐ Strongly disagree
  - ☐ Not applicable to me in my role and function within the ILO (please explain)
2. I am well-informed about the role and function of the ILO supervisory bodies.
  - ☐ Strongly agree
  - ☐ Agree
  - ☐ Disagree
  - ☐ Strongly disagree
  - ☐ Not applicable to me in my role and function within the ILO (please explain)
3. ILO supervisory body observations on the application of core labour standards are considered in the design of ILO programmes and strategies.
  - ☐ Always
  - ☐ Very Often
  - ☐ Sometimes
  - ☐ Rarely
  - ☐ Never
  - ☐ Not sure
4. In which of the following areas of work do you perceive ILO strategies and action to have been the most effective since 2018 (choose up to three)
  - ☐ Efforts to promote the ratification of core labour standards
  - ☐ Efforts to combat child labour
  - ☐ Efforts to combat forced labour
  - ☐ Efforts to promote respect for fundamental principles and rights in global supply chains
  - ☐ Efforts to promote gender equality and non-discrimination in the employment, working conditions or pay
  - ☐ Efforts to promote rights on the voluntary establishment and growth of free, independent and representative employers' and workers' organizations
  - ☐ Efforts to facilitate collective bargaining on wages, employment conditions between workers and employers
  - ☐ Efforts to promote respect for fundamental principles and rights in the context of trade agreements
  - ☐ Efforts to promote respect for fundamental principles and rights in the context of labour migration
  - ☐ Not sure
  - ☐ Other (please specify)
5. In what ways have ILO strategies and action on FPRW been most effective since 2018? (choose up to three)
  - ☐ Strengthening legal and policy frameworks
  - ☐ Reinforcing institutional capacity of government
  - ☐ Reinforcing institutional capacity of Workers' Organizations
  - ☐ Reinforcing institutional capacity of Employers' Organization
  - ☐ Reinforcing institutional capacity of NGOs and community-based organizations
  - ☐ Raising awareness of ILO constituents and others
  - ☐ Increasing the availability of data and other research
  - ☐ Providing services to populations affected by labour rights violations
  - ☐ Strengthening social dialogue
  - ☐ Not sure
  - ☐ Other (please specify)
6. In which of the following areas of work do you perceive ILO strategies and action to have been the least effective (choose up to three)
  - ☐ Efforts to promote the ratification of core labour standards
  - ☐ Efforts to combat child labour
  - ☐ Efforts to combat forced labour
  - ☐ Efforts to promote respect for fundamental principles and rights in global supply chains

- ☐ Efforts to promote gender equality and non-discrimination in the employment, working conditions or pay
  - ☐ Efforts to promote rights on the voluntary establishment and growth of free, independent and representative employers' and workers' organizations
  - ☐ Efforts to facilitate collective bargaining on wages, employment conditions between workers and employers
  - ☐ Efforts to promote respect for fundamental principles and rights in the context of trade agreements
  - ☐ Efforts to promote respect for fundamental principles and rights in the context of labour migration
  - ☐ Efforts to remedy gaps in applying fundamental principles identified by supervisory bodies
  - ☐ Not sure
  - ☐ Other (please specify)
7. In what ways have ILO strategies and action been least effective since 2018? (choose up to three)
- ☐ Strengthening legal and policy frameworks
  - ☐ Reinforcing institutional capacity of government
  - ☐ Reinforcing institutional capacity of Workers' Organizations
  - ☐ Reinforcing institutional capacity of Employers' Organization
  - ☐ Reinforcing institutional capacity of NGOs and community-based organizations
  - ☐ Raising awareness of ILO constituents and others
  - ☐ Increasing the availability of data and other research
  - ☐ Providing services to populations affected by labour rights violations
  - ☐ Strengthening social dialogue
  - ☐ Supporting the remedy of gaps in applying fundamental principles identified by supervisory bodies
  - ☐ Not sure
  - ☐ Other (please specify)

8. The ILO has been effective mobilizing resources to promote FPRW.

- ☐ Always
- ☐ Very Often
- ☐ Sometimes
- ☐ Rarely
- ☐ Never
- ☐ Not sure

Comments. (open answer)

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9. ILO actions promoting FPRW are contributing to long lasting improvements in the application of core labour standards by Member States.

- ☐ Always
- ☐ Very Often
- ☐ Sometimes
- ☐ Rarely
- ☐ Never
- ☐ Not sure

Comments. (open answer)

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10. The ILO has been effective in aligning its development cooperation assistance on FPRW to the priorities and needs of its constituents at the country level.

- ☐ Always
- ☐ Very Often
- ☐ Sometimes
- ☐ Rarely
- ☐ Never

Comments. (open answer)

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11. Coordination and collaboration within the ILO on the promotion of FPRW has been effective.

- ☐ Always
- ☐ Very Often
- ☐ Sometimes
- ☐ Rarely
- ☐ Never

What are examples of effective coordination/collaboration? What suggestions do you have to improve coordination and collaboration within the ILO (open answer)

## SURVEY OF UNCT

1. I am well-informed on what are considered fundamental principles and rights at work (or the "core" labour standards) according to the ILO normative bodies.
  - ☐ Strongly agree
  - ☐ Agree
  - ☐ Disagree
  - ☐ Strongly disagree
  - ☐ Not sure
2. I am aware of issues regarding the application of the core labour standards in the countries where I work
  - ☐ Strongly agree
  - ☐ Agree
  - ☐ Disagree
  - ☐ Strongly disagree
  - ☐ Not applicable to me in my role and function within the ILO (please explain)
3. Analysis of the situation and constraints limiting respect of core labour rights were part of the UN common country analysis.
  - ☐ Strongly agree
  - ☐ Agree
  - ☐ Disagree
  - ☐ Strongly disagree
  - ☐ Not sure
4. The ILO has been effective promoting the participation of national workers' and employers' organizations in the development of UN Sustainable Development Cooperation Framework
  - ☐ Strongly agree
  - ☐ Agree
  - ☐ Disagree
  - ☐ Strongly disagree
  - ☐ Not sure
5. ILO-produced data, research, reports and awareness raising tools on child

labour have influenced the strategies, actions or priorities the country(ies) where I work.

- ☐ Strongly agree
- ☐ Agree
- ☐ Disagree
- ☐ Strongly disagree
- ☐ Not sure

## SIMILAR QUESTION ON OTHER LABOUR STANDARDS

1. The ILO has been effective in ensuring the mainstreaming of gender equality into the UN Sustainable Development Cooperation Framework
  - ☐ Strongly agree
  - ☐ Agree
  - ☐ Disagree
  - ☐ Strongly disagree
  - ☐ Not sure
2. The ILO has been effective in ensuring the mainstreaming of other topics of non-discrimination (disability, indigenous rights, HIV/AIDs, older people etc) into the UN Sustainable Development Cooperation Framework
  - ☐ Strongly agree
  - ☐ Agree
  - ☐ Disagree
  - ☐ Strongly disagree
  - ☐ Not sure
3. What are examples of ILO research, reports, awareness raising campaigns that you think have been impactful? (open answer)
4. I have cooperated with the ILO officials/ personnel on the following (chose as many as apply)
  - ☐ Efforts to combat child labour
  - ☐ Efforts to combat forced labour
  - ☐ Efforts to promote gender equality and non-discrimination in the employment, working conditions or pay
  - ☐ Efforts to promote rights regarding the voluntary establishment and growth of free, independent and

- representative employers' and workers' organizations
- ☐ Efforts to facilitate collective bargaining on wages, employment conditions, etc. between workers and employers
5. My agency has participated in joint programming on the following (chose as many as apply)
    - ☐ Efforts to combat child labour
    - ☐ Efforts to combat forced labour
    - ☐ Efforts to promote gender equality and non-discrimination in the employment, working conditions or pay
    - ☐ Efforts to promote rights regarding the voluntary establishment and growth of free, independent and representative employers' and workers' organizations
    - ☐ Efforts to facilitate collective bargaining on wages, employment conditions, etc. between workers and employers
  6. Which of the ILO's fundamental principles and rights at work would you judge to be most relevant to your organizations' contributions to the UNSDCF and its implementation? Select as many as you appropriate.
    - ☐ Freedom of association and protection of the right to organize
    - ☐ Freedom from forced labour and trafficking for labour exploitation
    - ☐ Promotion of equality in employment and occupation
    - ☐ Freedom from child labour
    - ☐ A safe and healthy working environment
    - ☐ None of the above

Can you elaborate?

## SURVEY OF TRIPARTITE CONSTITUENTS

1. Please state which tripartite constituent you are affiliated with:
  - ☐ The Government
  - ☐ The Employers' Federation
  - ☐ The Workers' Organisations
2. I am well-informed on what are considered fundamental principles and rights at work (or the "core" labour standards) according to the ILO normative bodies.
  - ☐ Strongly agree
  - ☐ Agree
  - ☐ Disagree
  - ☐ Strongly disagree
  - ☐ Not sure
3. I am aware of issues regarding the application of the core labour standards in my country that have been raised by ILO supervisory bodies
  - ☐ Strongly agree
  - ☐ Agree
  - ☐ Disagree
  - ☐ Strongly disagree
  - ☐ Not sure
4. The ILO has been effective in communicating the importance of the fundamental principles and rights at work in the country since 2018
  - ☐ Strongly agree
  - ☐ Agree
  - ☐ Disagree
  - ☐ Strongly disagree
5. Have you participated in any capacity building initiatives of the ILO on issues related to the fundamental principles and rights at work since 2018? This might include national or regional trainings and consultations, Academy held at ITC Turin, among others.
  - ☐ Yes
  - ☐ No
6. If yes, the activity was held in:
  - ☐ Country/region
  - ☐ Geneva
  - ☐ ITC Turin
7. If yes, would you agree with this statement: "I have been able to use what I learned in the capacity building in my work at my department/ institution".
  - ☐ Always
  - ☐ Very Often
  - ☐ Sometimes



- ☐ Rarely
  - ☐ Never
8. Please provide any relevant examples of how you have been able to apply things you learned (open answer)
  9. How would you rate the relevance of the ILO's strategy and actions on the fundamental principles and rights at work to:
    - ☐ Needs expressed by the Government
    - ☐ Needs expressed by the Employers' Organisations
    - ☐ Needs expressed by the Workers' Organisations
    - ☐ The needs of ILO's ultimate target groups
    - ☐ To the Sustainable Development Goals
    - ☐ Helping to remedy gaps identified by supervisory bodies in applying fundamental principles
    - ☐ Highly Unsatisfactory
    - ☐ Unsatisfactory
    - ☐ Satisfactory
    - ☐ Highly Satisfactory
    - ☐ Not sure
  10. How satisfied are you with the support ILO has provided on the fundamental principles and rights at work since 2018?
    - ☐ Highly Unsatisfied
    - ☐ Somewhat Unsatisfied
    - ☐ Satisfied
    - ☐ Highly Satisfied
    - ☐ Not sure
  11. In what order of priority to your government/department/institution would you put the following topics:
    - ☐ Addressing child labour
    - ☐ Addressing forced labour
    - ☐ Promote gender equality and non-discrimination in the employment, working conditions or pay
    - ☐ Promote rights regarding the voluntary establishment and growth of free, independent and representative employers' and workers' organizations
    - ☐ Facilitating collective bargaining on wages, employment conditions, etc. between workers and employers
  12. In which of the following areas of work do you perceive ILO strategies and action to have been the most effective since 2018 (chose up to three)
    - ☐ Efforts to combat child labour
    - ☐ Efforts to combat forced labour
    - ☐ Efforts to promote gender equality and non-discrimination in the employment, working conditions or pay
    - ☐ Efforts to promote rights on the voluntary establishment and growth of free, independent and representative employers' and workers' organizations
    - ☐ Efforts to facilitate collective bargaining on wages, employment conditions between workers and employers
    - ☐ Not sure
    - ☐ Other (please specify)
  13. In what ways have ILO strategies and action on FPRW been most effective since 2018? (choose up to three)
    - ☐ Strengthening legal and policy frameworks
    - ☐ Reinforcing institutional capacity of government
    - ☐ Reinforcing institutional capacity of Workers' Organizations
    - ☐ Reinforcing institutional capacity of Employers' Organization
    - ☐ Reinforcing institutional capacity of NGOs and community-based organizations
    - ☐ Raising awareness of ILO constituents and others
    - ☐ Increasing the availability of data and other research
    - ☐ Providing services to populations affected by labour rights violations
    - ☐ Helping to remedy gaps identified by supervisory bodies in applying fundamental principles
    - ☐ Strengthening social dialogue
    - ☐ Not sure
    - ☐ Other (please specify)

14. In which of the following areas of work do you perceive ILO strategies and action to have been the least effective (choose up to three)

- ☐ Efforts to combat child labour
- ☐ Efforts to combat forced labour
- ☐ Efforts to promote gender equality and non-discrimination in the employment, working conditions or pay
- ☐ Efforts to promote rights on the voluntary establishment and growth of free, independent and representative employers' and workers' organizations
- ☐ Efforts to facilitate collective bargaining on wages, employment conditions between workers and employers
- ☐ Not sure
- ☐ Other (please specify)

15. In what ways have ILO strategies and action been least effective since 2018? (choose up to three)

- ☐ Strengthening legal and policy frameworks
- ☐ Reinforcing institutional capacity of government
- ☐ Reinforcing institutional capacity of Workers' Organizations
- ☐ Reinforcing institutional capacity of Employers' Organization
- ☐ Reinforcing institutional capacity of NGOs and community-based organizations
- ☐ Raising awareness of ILO constituents and others
- ☐ Increasing the availability of data and other research
- ☐ Providing services to populations affected by labour rights violations
- ☐ Helping to remedy gaps identified by supervisory bodies in applying fundamental principles
- ☐ Strengthening social dialogue
- ☐ Not sure
- ☐ Other (please specify)

16. The ILO has been effective mobilizing resources to promote FPRW in my country.

- ☐ Always
- ☐ Very Often
- ☐ Sometimes
- ☐ Rarely
- ☐ Never
- ☐ Not sure

Comments. (open answer)

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17. ILO actions promoting FPRW have contributed to long lasting improvements in the application of core labour standards in my country.

- ☐ Always
- ☐ Very Often
- ☐ Sometimes
- ☐ Rarely
- ☐ Never
- ☐ Not sure

Comments. (open answer)

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## ▶ ANNEX E. ANNEX E RELEVANT P&B RESULTS AGAINST TARGETS

### ILO PERFORMANCE AGAINST P&B TARGETS ON RATIFICATION OF CORE AND GOVERNANCE CONVENTIONS

P&B 18/19 OUTCOME 2: RATIFICATION AND APPLICATION OF INTERNATIONAL LABOUR STANDARDS		
Output	Target	CPO Results
Ratification of one or more fundamental and governance Conventions and related Protocols	22	23
P&B 20/21 Outcome 2: International Labour Standards and authoritative and effective supervision		
Number of ratifications of fundamental and governance Conventions or Protocols	30	28

### 2018-2021 RESULTS ON STRENGTHENING SOCIAL DIALOGUE, COLLECTIVE BARGAINING AND INDUSTRIAL RELATIONS

2018/19 BIENNIUM OUTCOME 7: PROMOTING SAFE WORK AND WORKPLACE COMPLIANCE INCLUDING IN GLOBAL SUPPLY CHAINS		
Output	Target	CPO Results
Output 7.2 Strengthened institutions for tripartite social dialogue, collective bargaining and industrial relations	27	29
2020/21 biennium Outcome 1: Strong tripartite constituents and influential and inclusive social dialogue		
Output 1.4. Strengthened social dialogue		
1.4.1 Member States with strengthened social dialogue institutions	20	28
1.4.2 Member States with improved collective bargaining or workplace cooperation	15	17

### 2018-2021 RESULTS ON GENDER EQUALITY AND NON-DISCRIMINATION PROMOTION

OUTCOME 6: GENDER EQUALITY AND EQUAL OPPORTUNITIES AND TREATMENT FOR ALL IN THE WORLD OF WORK		
Output	Target	CPO Results
Output 6.1. Capacity to promote investments in the care economy		
Number of member States with gender responsive macro-economic policies or strategies to finance the expansion of care related infrastructure, social protection or public care services, that support the creation of decent employment.	8	4
Number of countries with policies to improve labour rights and working conditions in one or more care sectors	9	5
Number of countries that have measures aimed at more balanced sharing of family responsibilities between women and men.	10	2

<b>Output 6.2. Capacity to ensure equality between women and men in the world of work</b>	<b>20</b>	<b>9</b>
Number of member States with policies to promote substantive equality of opportunity and treatment between women and men in the world of work, and strategies for their implementation.	12	8
Number of member States with policies to promote the effective realization of the right to equal remuneration for work of equal value between women and men, and strategies for their implementation.	8	1
<b>Output 6.3. Increased capacity of member States to develop gender-responsive legislation, policies and measures for a world of work free from violence and harassment</b>	<b>20</b>	<b>16</b>
Number of member States that have reviewed relevant laws and policies in the light of Convention No. 190 and Recommendation No. 206, identified gaps, and taken measures to address them.	20	16
<b>Output 6.4. Increased capacity of ILO constituents to strengthen legislation, policies and measures to ensure equal opportunities and treatment in the world of work for persons with disabilities and other persons in vulnerable situations</b>	<b>17</b>	<b>23</b>
Number of member States that have measures to ensure equality of opportunities and treatment for persons with disabilities and for at least one of the following groups: indigenous or tribal peoples; ethnic minorities; persons living with HIV; or LGBTI persons.	10	20
Number of countries with strategies for strengthening collection and analysis of labour market data disaggregated by at least one of the following: disability status; HIV status; ethnicity; indigenous or tribal identity.	7	3

## 2018-21 RESULTS ELIMINATING CHILD LABOUR, FORCED LABOUR AND UNACCEPTABLE FORMS OF WORK

<b>OUTCOME 8 PROTECTING WORKERS FROM UNACCEPTABLE FORMS OF WORK</b>		
<b>Output</b>	<b>Target</b>	<b>CPO Results</b>
Output 8.1. Laws or policies to protect workers from unacceptable forms of work	29	28
Output 8.2. Capacity to ensure equality between women and men in the world of work	38	38
Output 8.3. Partnerships to protect workers from unacceptable forms of work	25	23
<b>Output 7.1 Increased capacity of the member States to ensure respect for, promote and realize fundamental principles and rights at work</b>		
Indicator 7.1.1 Member States with integrated programmes on FPRW	8	3
Output 7.1.2 Pathfinder countries in Alliance 8.7	8	6
Output 7.1.3 Member States with action plans on child labour	28	24

## 2018-21 RESULTS ON WORKERS' AND EMPLOYERS' ORGANIZATION CAPACITY BUILDING

OUTCOME 10: STRONG AND REPRESENTATIVE EMPLOYERS AND WORKERS ORGANIZATIONS		
Output	Target	CPO Results
<b>Output 10.1 Employers' organizations: Capacity to analyse the business environment, provide leadership and influence policy development</b>	<b>10</b>	<b>17</b>
Output 10.2 Employers' organizations: Delivery of services for existing and potential members	18	12
Output 10.3 Employers' organizations: Optimized structures, governance and management practices	17	13
Output 10.4 Workers' organizations: Organizational strength	31	37
Output 10.5 Workers' organizations: Capacity to influence policy agendas	24	25
Output 10.6 Workers' organizations: Use of international labour standards to promote freedom of association, collective bargaining and social justice	23	18
<b>Outcome 1: Strong tripartite constituents and influential and inclusive social dialogue</b>		
<b>Output 1.1. Increased institutional capacity of employer and business membership organizations (EBMOs)</b>		
1.1.1. Employers Business Membership Organizations (EBMOs) with improved governance, strategies and services	25	40
1.1.2 EBMOs with improved capacity for advocacy	15	21
<b>Output 1.2. Increased institutional capacity of workers' organizations</b>		
1.2.1. Workers' organizations with improved strategies and services	36	25
1.2.2. Workers' organizations with improved capacity for advocacy	35	26

## 2018-21 RESULTS BUILDING LABOUR ADMINISTRATION CAPACITY

OUTCOME 7 PROMOTING SAFE WORK AND WORKPLACE COMPLIANCE INCLUDING IN GLOBAL SUPPLY CHAINS		
Output	Target	CPO Results
Output 7.1. Increased institutional capacity of labour administrations	31	33
<b>Outcome 1: Strong tripartite constituents and influential and inclusive social dialogue</b>		
Output	Target	CPO Results
<b>Output 1.3. Increased institutional capacity of labour administrations</b>		
1.3.1. Member States with improved institutional frameworks	20	28
1.3.2. Member States with strategic compliance plans	15	17

