



TENTH ITEM ON THE AGENDA

**ILO programme implementation
2002-03****Contents**

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Overview

Introduction

Purpose of this report

ILO programme implementation 2002-03 reports on progress in implementing the Decent Work Agenda, in terms of the results achieved against targets set and budget levels approved by the Governing Body for the programme and budget. The Office's responsibility is to implement the strategic directions set and, in partnership with constituents, to deliver products and services that will accomplish these objectives. In this sense, the implementation report is an assessment of the work of the Organization as a whole: of the relevance of its strategic objectives and the effectiveness of the means used to attain these goals. Most importantly, the implementation report allows the Organization to reflect on what has been most successful and least successful, and to use that learning in decisions about future strategic directions and the means used to achieve them.

The report shows that our commitment as an Organization to decent work as a unifying concept has responded to a widely felt concern, and is helping us to have a greater impact on the global agenda. The internal organization of the Office around the four pillars of decent work is increasingly effective, although more work is required to balance the demands for specialist expertise with the need to deliver integrated products and services that respond to constituents' needs. The Office and the Governing Body have undertaken a number of course corrections over the biennium to ensure that the Organization can meet its objectives. For example, on the implementation side we have moved towards country-based programming, developed over 2002-03 to take effect over 2004-05. The Governing Body also decided to establish the World Commission on the Social Dimension of Globalization, and will wish to reflect on its recommendations concerning the future role of the ILO in the multilateral system as it uses this implementation report as a basis for shaping the future strategies of the Organization.

The implementation report also serves as a progress report on the implementation of results-based management, demonstrating the evolution of strategic planning and budgeting within the Organization. It shows that after two cycles (four years) of results-based planning, the Organization has improved its ability to focus available resources on key objectives and programme priorities. In addition, tightening the definition of indicators since the Programme and Budget for 2000-01 has brought a clearer distinction between results and the activities that support those results. These are promising developments, and improvements in these areas will bring stronger results in the next biennium.

ILO responding to constituents' demands

2002-03 saw growing demand for ILO services in new and existing areas. Within the resource constraints of a zero real growth budget, the value added of teamwork and policy integration became particularly clear. Many of the biennium's successes came as a result of greater internal cooperation, an area where the Office must work hard to boost its performance. The setting up of a Policy Integration Department has facilitated the development of integrated policy frameworks within the Office.

In reflecting on lessons learned, departments at headquarters and in the field observed that it is not feasible in the long term to continue accepting new priorities and increasing existing services while maintaining all areas of activity and expertise. Trying to do more without increased resources has begun to affect the quality of ILO services. This is an important issue to carry forward in planning for 2006-07 and beyond, and it points to the need for even greater organizational improvement in linking the ILO's priorities and objectives to its available resources.

The ILO, of course, is not working in a vacuum, and global events had a significant impact on the ILO's work in 2002-03. Work in the regions was slowed by a number of crises, in particular the war in Iraq and the SARS epidemic. Overall, however, implementation of planned activities has improved quantitatively and qualitatively. This report shows significant progress in raising the capacity of the Office to deliver the programme priorities determined by the Governing Body, while also highlighting areas where further efforts are required.

Progress on the ILO Strategic Policy Framework for 2002-05

In November 2000 the Governing Body set out the ILO's Strategic Policy Framework for 2002-05. This was not a plan in the conventional sense of the term, but rather, an orienting tool: something to clarify the Organization's objectives and its strategies for achieving them over a four-year period. The Framework defined the medium-term objective as "putting the Decent Work Agenda into practice". This in turn was expressed in four interlinked elements: mapping out the concept; developing integration and coherence across the ILO; building decent work into policies for the global economy; and putting it into practice at the national level.

This implementation report marks the mid-point of this process. The body of the report reflects on progress made in each of the four strategic objectives, against the performance targets established in the Programme and Budget for 2002-03. But this is also an opportunity to reflect on progress made in implementing the strategy as set out in the framework:

- Building decent work into policies for the global economy: what impact is the ILO having on the core policies? The ILO's advocacy of the central importance of decent work for all in determining global economic policies has resonated in virtually all regions. The Governing Body's decision to establish the World Commission on the Social Dimension of Globalization was also widely welcomed, and its report is anticipated with great interest. Compared with four years ago, the Organization and its Decent Work Agenda are more visible and influential. Certainly the steady flow of requests for information, advice and collaboration indicates that the Organization is perceived to have a special relevance in current policy debates. Nevertheless, this is the beginning of a long road and much remains to be done.
- Developing integration and coherence: to what extent are the programmes, units, activities and products of the Office working together to achieve the common objective of decent work? Transforming our understanding and responses using the integrative concept of decent work so that the service provided by the Organization is truly greater than the sum of its parts is a slow process. To date, progress has been mainly at the level of processes for improved communication and coordination on programming within the Office. This is a necessary step, but much remains to be done to strengthen the objective of a coherent package consisting of mutually supportive components.
- How well is the ILO working to implement decent work at the national level? The Organization has also made significant progress in integrating the Decent Work Agenda at the national level, through collaboration on national poverty reduction strategies and other development planning mechanisms, and in beginning to establish decent work country programmes as the framework for ILO work in the field.
- Mapping the concept: what has the Office done to deepen the empirical and analytical foundations of decent work? The Governing Body, through its committees and working parties, has maintained a brisk pace of policy development supported by the Office's analysis and research. The Conference discussion on the informal economy and decent work in 2002 marked a particularly important step forward which was followed up by the debate on "working out of poverty" in 2003. Work is under way to improve the statistics (decent work indicators) vital to further deepening our understanding of the social and economic consequences of policy choices. However, it should be acknowledged that the Office has often struggled in the face of significant budget pressures to build and maintain the solid knowledge base needed to back up its policy advocacy.

***From “cross-cutting activities”
to “shared policy objectives”***

The Strategic Policy Framework included a number of issues of general relevance to decent work, without developing them in a results-based framework. These issues included gender equality, external communications, and external relations and partnerships. In the 2002-03 programme and budget, these were listed as “cross-cutting activities” and are reported on in this document. However, these issues have been increasingly recognized as core, shared objectives for the Organization that need strong performance measures. This has led to the development of “shared policy objectives” for the ILO as a whole, with performance targets for 2004-05.

Staff capacities

The Strategic Policy Framework also noted that the successful achievement of operationalizing decent work depended on staff capacities in both management and technical areas. The ILO has experienced delays and setbacks in this area in the course of the first biennium. At the beginning of 2003, the Senior Management Team set in motion the “Strengthening Management for Delivery and Results” initiative, addressing these issues systematically. As a matter of priority, the human resources strategy is being revisited and the surplus funds that have been earmarked for capacity development in management are being programmed accordingly. Development of a modern, integrated information system that will significantly improve management information is well under way, with a projected launch in 2004 (some elements are already in use). However, the relative tightness of funds, and the priority given to direct service, continues to have an impact on progress.

At the mid-point in the Strategic Policy Framework, this report provides information for course correction for the next biennium, and for the development of the new framework for 2006-09 and the Programme and Budget for 2006-07.

Highlights of the Programme and Budget for 2002-03***Tight budgets continue ...***

The ILO budget for 2002-03 decreased in real terms by some US\$2 million compared with the previous biennium, with a total of US\$434,040,000 in regular budget, complemented by a projected US\$188,520,000 in extra-budgetary funds for technical cooperation, for a total US\$622,560,000 available to achieve the objectives set out in the programme and budget. This projection was enhanced by the availability of funds from the 2000-01 surplus, which the Governing Body agreed could be used for specific purposes over 2002-05. To give a sense of the relative size of the ILO, its annual budget (regular and extra-budgetary sources combined) is 27 per cent of that of the World Health Organization, 44 per cent of the annual budget of the City of Geneva and 7 per cent of that of the United Kingdom’s Department for International Development.

... as new challenges emerge

The Organization's results were achieved in a context which in some respects was radically different from that envisaged when the programme and budget was adopted in June 2001. The events of 11 September 2001, and later the outbreak of SARS, had immediate implications for work in sectors as different as maritime transport and tourism, and in addition required a response to heightened security concerns. Consultations organized for the World Commission on the Social Dimension of Globalization resulted in an outpouring of needs related to displaced jobs, migration, skills, social security and many other issues. These new challenges called on the ILO to demonstrate its continued effectiveness, the relevance of social dialogue for understanding and confronting fundamental problems of inequity and poverty, the value of global standards in a world of globalizing markets, and the importance of practical, applicable tools and approaches to help member States and constituents build economic and social systems that support decent work for all.

Summary of performance against targets for 2002-03

The ILO's performance in each of the strategic objectives is addressed in detail in the report. Assessments are made against both quantifiable "hard" targets and more qualitative "soft" judgements of impact. A brief summary of the main points for each follows.

Strategic Objective No. 1: Promote and realize standards and fundamental principles and rights at work

Increased interest in labour standards

The emphasis during 2002-03 was on continuing and increasing the relevance of the normative system as a positive global mechanism, through increased promotion, ratification, support to practical application, and effective and modern systems of supervision. The special focus on child labour has helped the ILO to greatly expand awareness of the relevance of standards to the development process.

The ratification rate for a number of Conventions is now very high, reflecting the success of earlier campaigns. This has naturally made it harder in some cases to maintain the targeted pace for further ratifications. A further consequence is the increased load carried by the ILO's supervisory mechanisms, and a backlog of reports awaiting review has built up. Ratification is also frequently followed up by requests for technical assistance in implementation. In many ways, the promotion of the Declaration on Fundamental Principles and Rights at Work and the campaign for the elimination of child labour have awakened interest in international labour standards more generally. Successful advocacy is thus placing new demands on the ILO's services in the standards field.

More and better jobs on the agenda worldwide***Strategic Objective No. 2: Create greater opportunities for women and men to secure decent employment and income***

The Global Employment Agenda, endorsed by the Governing Body in 2002, provided a comprehensive framework for the ILO's work to improve the quantity and quality of work generated in the world. New research and policies have underscored the ILO's 2003 message concerning "working out of poverty", which is reflected in the ILO's contributions to national development work in a range of countries and circumstances.

The performance targets for this objective focus on advice and information provided and the take up of recommended policies. Virtually all targets were exceeded, in part because they tend to focus on information provision rather than concrete external change. However, more qualitative evidence of the adoption of good policies, and the much larger than expected take up of assistance and advice in crisis-affected countries, attest to the quality and relevance of ILO services.

Strategic Objective No. 3: Enhance the coverage and effectiveness of social protection for all***Building social protection systems for the twenty-first century***

The ILO's social protection efforts over the biennium spanned a range of activities, from the technical and specialist advice and support provided to many countries on the financing and operation of social security schemes, to the more diffuse and enterprise-level work of promoting better working conditions and occupational safety and health.

Good performance against all targets was also noted in this area. Hard targets included numbers of countries adopting advice and taking concrete action in the area of social security systems, with results well above anticipated levels. Constituents also showed their interest in using ILO policies and codes in the areas of migrant work and HIV/AIDS, illustrating increased demand for ILO support and expertise on these subjects.

Strategic Objective No. 4: Strengthen tripartism and social dialogue***Resolving problems, identifying opportunities***

The strength of the ILO lies to a great extent in the strength of its social partners and the durability of the machinery of social dialogue, which allow for wider participation in fundamental policy-making. The ILO's work in the biennium continued to focus on building capacities and ensuring that the necessary legislation and systems to support real involvement is both in place and used effectively.

This objective has two performance areas: one focusing on the representation, services and influence of the social partners, where performance on a range of more qualitative targets was above projected levels; and another focusing on the legal frameworks, institutions and machinery of social dialogue, where somewhat harder targets (ratifications, etc.) were not always fully met, despite overall progress – particularly in terms of the practical integration of social dialogue into all aspects of the Decent Work Agenda.

Looking forward

New opportunities for the ILO

At the mid-point of the Strategic Policy Framework, the Organization is making significant progress with regard to its four-year objective of putting the Decent Work Agenda into practice. This has been most evident in the visibility of the Decent Work Agenda on the global stage. The message of decent work is increasingly adopted and recognized as a critical ingredient in a globalizing, interdependent world. This in turn has led to more demand for the ILO's proven expertise in social dialogue, in standards, and in policies and practices that make a real difference for working people. Decent work is a concept that has relevance for the new millennium, and has created greater opportunities for the ILO to raise its profile and in so doing highlight the vital importance of the world of work in world development.

Capacity to deliver stretched

However, this very success in reinventing the ILO and better aligning its work to results that are meaningful has exposed weaknesses in the ILO's capacities. A case in point is the success of campaigns to ratify core labour standards: as standards have been modernized, they are seen as highly relevant for successful development in an integrating global economy, and they are ratified at a greater rate than ever before. This has exposed the weaknesses in the ILO's capacity to administer and supervise the application of standards, on the one hand and to provide up-to-date, relevant and timely advice to member States on their practical application, on the other.

Reinvigorating the ILO

Reinvigorating the ILO has, as the Strategic Policy Framework noted, two aspects: focusing its work and establishing a results-based culture; and developing the human resources of the Organization. To date, much of the emphasis has been on the former, less so on the latter. Indeed, success in reshaping the ILO's external profile has exposed internal weaknesses. Managerial decision-making processes continue to be cumbersome and fragmented; there is an impending loss of corporate knowledge as the generation that entered in the 1970s retires without a clear succession strategy; and core research and product development has lagged. The staffing issues are particularly acute: by the end of 2007, some 34 per cent of current professional staff at P5 and above are due to retire, including 56 per cent of the department heads and Senior Management

Team. The ILO is fortunate to have many dedicated and committed staff but better systems could make their work more productive and satisfying. Unless these emerging problems are addressed, there is an increasing risk that, when asked for advice or invited to join partnerships with other organizations, the ILO may not always be able to respond in a timely and appropriate fashion.

The management challenges facing the Office have been recognized: the “Strengthening Management for Delivery and Results” initiative, launched by the Director-General in December 2002, has identified the major obstacles facing the Organization and suggested concrete solutions for optimizing results. A considerable amount of time and effort has been deployed by senior management in the past year on several fronts such as: a review of human resource policies and practices; improved communication with staff; enhanced information sharing (e.g. common decent work vision and tools for implementation); streamlining of some financial and administrative procedures; and increased involvement of line managers in developing and executing Office-wide policy. However, much remains to be done, amidst many other demands for attention.

Strengths of the ILO

The implementation report is the product of a review of results achieved by dialogue within the Office and with its constituents. This review has reaffirmed that the ILO’s strengths are rooted in:

- its unique qualities – a tripartite structure and normative function;
- its ability to give advice and services responsive to national needs;
- its capacity to influence global policy debates and agendas;
- its access to relevant worldwide knowledge.

Challenges

These are the means by which the Organization can put the Decent Work Agenda into practice. However, unless there is a reinvigoration of the Office’s own capital – the intellectual capacities and effectiveness of its staff, its knowledge and its products – the opportunities presented by the Decent Work Agenda may not be fully realized. Implications of this for future programme and budget decisions include:

- continued focus on priority setting and revisiting existing programmes and areas of work against such priorities;
- locating new talent and expertise within and outside the Organization and developing it to replace future retirees;
- greater investment in knowledge creation – not least to refresh the relevance and quality of direct service provision.

Using the findings of the report

The implementation report summarizes information needed for the Governing Body to provide strategic direction for the Organization in the coming years, and to determine the financial and human resource implications of these decisions. Expectations for the performance of the ILO are high and should not be disappointed. The frank assessments of our performance in 2002-03 contained in this report suggest that there are hard choices to make in the near future. The Governing Body endorsed an ambitious strategy for the ILO in 2000 and considerable progress is evident, but maintaining that momentum and taking full advantage of the opportunities to put the Decent Work Agenda into practice will require a further improvement in performance in the period ahead.

Geneva, February 2004.

Introduction

1. This paper gives an overview of ILO programme implementation in 2002-03, in accordance with the commitment to report annually to the Governing Body on ILO performance.¹ It is the ILO's second biennial report on programme implementation using results-based management concepts.
2. Reporting on the results of the biennium has changed and evolved as a consequence of results-based management and in response to requests from the Programme, Financial and Administrative Committee (PFAC) after its review of the *ILO programme implementation 2000-01* and the interim *Report on programme implementation in 2002*. The regions have had a greater role in assessing results through in-depth reflection on the successes and failures of programme strategies, and lessons learned from these outcomes. These regional conclusions have been combined with summaries from headquarters to show the links between achievements in the regions and the goals of the ILO.
3. This more inclusive approach to reporting has resulted in a more holistic assessment of the ILO's impact in advancing decent work globally, ensuring that regional results are fully represented. In addition, it has encouraged greater responsibility at regional and subregional levels for applying results-based accountability techniques. The *ILO programme implementation 2002-03* is the summary by-product of this process of comprehensive internal review of the ILO's effectiveness during the biennium.
4. The report itself is 25 per cent shorter, as requested for all Governing Body documents, and has a sharper focus on concrete results and case study examples. As before, results are measured against indicators and targets set out across the four strategic objectives for the biennium, and the main body of the report is organized accordingly. Each of these four sections contains information on regular budget and extra-budgetary allocations and expenditures. Cross-cutting activities – in particular, gender equality – are integrated throughout and summarized separately, followed by a section on Governance, support and management. A concluding piece looks ahead to the Programme and Budget for 2006-07 and the Strategic Policy Framework, applying lessons learned in 2002-03 to proactive thinking about the future.

The regions in review

The global development context

5. The relevance of the ILO's mandate and tripartite structure is increasingly evident in the context of globalization – in particular, concerns about its social and economic impacts – and international attention to poverty reduction. Three major international conferences – in Doha, Monterrey and Johannesburg² – have given the ILO valuable opportunities to

¹ GB.276/PFA/9, paras. 157-158.

² The Fourth Session of the World Trade Organization Ministerial Conference (Doha, 9-13 November 2001); the International Conference on Financing for Development (Monterrey, 18-22 March 2002); the World Summit on Sustainable Development (Johannesburg, 26 August-4 September 2002).

demonstrate the importance of the Decent Work Agenda in sustainable development, poverty reduction and the preservation of human rights.

6. ILO objectives cut across many development priorities, including poverty, gender, health, education and alliance-building. As a result, the work of the ILO has significant contributions to make to the Millennium Development Goals (MDGs) and Poverty Reduction Strategy Papers (PRSPs), two of today's biggest instruments of international development policy coherence. Through these and other initiatives, global efforts are more often linking the fight against poverty with employment creation. In 2002, the ILO signed Memoranda of Understanding to facilitate cooperation with the Asian Development Bank,³ the African Development Bank and the African Development Fund.⁴ In 2003, the Director-General released his report *Working out of poverty*,⁵ addressing employment as a critical tool to eradicate poverty worldwide.
7. Successes with pilot project involvement in the PRSP processes of five countries – Cambodia, Honduras, Mali, Nepal and the United Republic of Tanzania – have resulted in the ILO providing more focused engagement in the PRSPs of other countries, in particular Ethiopia, Ghana, Indonesia, Pakistan and Viet Nam. The ILO also chairs the United Nations Working Group on Poverty Reduction Strategies and PRSPs and is collaborating with the Microcredit Summit Campaign, which supports the goal of extending microcredit and business support services to 100 million of the world's poorest families by 2005.

Africa

8. Persistent poverty, the spread of HIV/AIDS and civil strife continued to be the primary challenges in implementing the Decent Work Agenda in the African region. The socio-political context in a number of countries, particularly in the Central African subregion, was unstable, which slowed activity and eroded the impact of the ILO's advisory services and the outcomes of technical cooperation programmes. The crisis in Côte d'Ivoire restricted the provision of services to all countries in the subregion and also had a significant impact on the entire region due to the temporary closure of the ILO's Regional Office for Africa in Abidjan. However, political and economic stability in other countries, particularly Ghana, Mauritius, Uganda and the United Republic of Tanzania, helped advance the implementation of ILO strategies.
9. The move towards regional integration in Africa through the African Union, the New Partnership for African Development (NEPAD) and various economic groupings, and better ILO collaboration with subregional institutions facilitated increased implementation of the Decent Work Agenda at regional, national and local levels. ILO work in the region now concentrates its efforts on five major interrelated priorities which correspond to NEPAD objectives: poverty reduction, good governance, crisis management, the fight against HIV/AIDS and regional integration. Priority setting has progressively become a common feature of regional programming in Africa and a strategy for partnership-building and resource mobilization.

³ GB.283/LILS/4/2.

⁴ GB.283/LILS/4/3.

⁵ ILO: *Working out of poverty*, Report of the Director-General, International Labour Conference, 91st Session, Geneva, 2003.

10. Increasing recognition of the ILO's role in social and economic policy was exemplified by requests from the African Union for the Office to support the Special Ministerial Meeting on Employment and Poverty (Ouagadougou, April 2002), to assist the development of a Social Policy Framework for NEPAD, and to assist the African Union in preparing for an Extraordinary Summit on Employment and Poverty in 2004.
11. The biennium saw greater involvement by constituents in policy formulation and implementation and the use of locally available expertise by governments. A number of PRSPs in the region have incorporated issues of employment, social protection, social dialogue and fundamental principles and rights at work as integral components of their policies and programmes. The new vision of the umbrella programme Jobs for Africa was defined in consultation with tripartite constituents (Addis Ababa, February 2003) and embodies ILO core values and goals.
12. In northern Africa, a significant achievement was the ratification of the Worst Forms of Child Labour Convention, 1999 (No. 182), and the start of the development of a national strategy and plan to combat child labour in Egypt. In southern Africa, a review of legislation was undertaken in various sectors to examine national alignment with the principles of ILO standards on a wide range of issues, including social dialogue, occupational safety and health, employment creation and child labour.
13. The Tenth African Regional Meeting, held in Addis Ababa, Ethiopia, from 2 to 5 December 2003, will have a significant influence on the ILO's programme in the region in the coming biennia.

Americas

14. The social, political and economic contexts of the region's countries were determining factors for the effective application of ILO strategies. In most, the ability to adapt to changing circumstances was the key to success in achieving results. Field restructuring leading to the transfer of responsibilities from one office to another was a planning and implementation challenge but resulted in better service to ILO constituents.
15. A subregional approach proved to be most cost-effective and allowed for greater flexibility, particularly where smaller countries face similar problems as in the Caribbean and Central America. This enabled expanded outreach to constituents and created opportunities for raising the profile of the ILO's work. A repositioning of the ILO in major social and labour issues affecting the region led to improved results by better matching the needs of constituents with the ILO's knowledge base and services.
16. Tripartite constituents in the region continue to view social dialogue as a means of strengthening democracy, and ILO activities had a visible influence on the statements of governments and employers' and workers' organizations. Constituents at the 15th American Regional Meeting (Lima, December 2002) reaffirmed their belief in social dialogue as an especially useful tool for promoting the process of integration and dealing with the challenges of globalization. They called for a strengthening of tripartism through relevant programmes and projects, requesting the Office's cooperation in promoting the full application of the International Labour Conference resolution on tripartism and social dialogue in the region.

17. The biennium saw greater demand for ILO support to national action on the Decent Work Agenda as constituents looked for systematic and integrated solutions. An agreement was signed between the ILO Director-General and Brazilian President Luiz Inácio Lula da Silva immediately after the newly elected President took office. The agreement establishes a framework for the development of a special technical cooperation programme between the ILO and the Brazilian Government for the promotion of the Decent Work Agenda, to be carried out in consultation with employers' and workers' organizations. The agreement is a major success both in terms of ILO visibility and its impact on national policy changes.
18. An agreement was also signed with the Ministry of Labour in Argentina as part of the ILO's response to the social and economic crisis, to establish a foundation for future joint work on labour issues. Since the beginning of 2002, technical cooperation has been provided to the Argentine social dialogue process in order to define a special technical cooperation programme.

Arab States

19. Planned work in the region suffered significant constraints caused by setbacks to the anticipated peace process in the occupied territories and the events in Iraq. These constraints limited opportunities for the ILO to assist in reconstruction work as originally planned in the Programme and Budget for 2002-03, although surplus funds did enable the Office to respond rapidly to a request to strengthen the institutional capacity of the Ministry of Labour for the Palestinian Authority.
20. In contrast to the expected area of focus, the most significant achievements in the biennium were in fundamental principles and rights in the workplace. Progress was made in the application of the 1998 Declaration on Fundamental Principles and Rights at Work and its Follow-up, and in the fight against child labour. Ten countries in the region took notable steps in reviewing, drafting, amending or promulgating labour laws in conformity with international labour standards. The region now has a high rate of ratification of fundamental Conventions and is making explicit demands for ILO assistance to create and strengthen institutional frameworks and mechanisms to promote freedom of association and collective bargaining.
21. Over the biennium, there was an important shift in the degree to which the prevalence of the worst forms of child labour is recognized in the Arab States region. It has increasingly become an issue of concern for national authorities, expressed by the strong participation of local authorities in three ongoing child labour programmes in the region and in the interest expressed by new countries to cooperate with the ILO in this area.

Asia and the Pacific

22. The political situation in most countries in the region was reasonably stable during the biennium. The aftermath of 11 September 2001 led to accelerated demand for post-crisis response programmes in Afghanistan, and regional resources and surplus funding were mobilized to meet this demand. The outbreak of SARS in the region resulted in delayed ILO programme implementation in affected countries.

23. Despite the emergence of political and economic disturbances in South-East Asia, most countries were successful in drafting national plans of action for decent work (NPADWs). These were influenced by the involvement at the highest policy level of tripartite constituents, and this integrated approach enhanced the participation of a wider number of government agencies along with employers' and workers' organizations and other partner agencies. The development of NPADWs translates into greater focus on ILO goals at subregional and national levels.
24. A number of countries in the region established high-level tripartite advisory committees to prioritize, monitor and ensure common understanding on the Decent Work Agenda. Collaboration between headquarters and the field at the planning and policy level, such as the PRSP development process in Cambodia, and the sharing of knowledge and tools developed by technical departments at the operational level were important factors for success during the biennium. The large child labour programme for the region has matured, becoming an extremely effective tool in numerous countries. Creating decent employment and income for all and addressing trafficking and fundamental rights continue to be the highest priorities for the Asian region, and the next biennium will see greater collaboration between national and international technical experts to strengthen national institutions and policy interventions.

Europe

25. The heterogeneity of the European region required a diversified approach to the varying issues of EU accession, the Stability Pact for South Eastern Europe and the Commonwealth of Independent States. The transition process has resulted in a re-evaluation of the traditional institutions and organizations of social dialogue at national and subregional levels. A strong degree of flexibility and pragmatism was needed in the planning processes of the Office and in the commitment of its resources in order to meet new challenges and respond rapidly to the changing needs of constituents. Work with the social partners in Ukraine has paid off in terms of their close involvement in the revision, drafting and adoption of a new Labour Code and the inclusion of ILO principles on labour inspection, freedom of association, collective bargaining and mainstreaming gender equality.
26. The ILO continues to strengthen links with key partners, organizations and initiatives such as the European Union, the Council of Europe, the United Nations Development Programme, the World Bank and the Stability Pact. These synergies with other international partners ensure that efforts are not duplicated and increase the impact and visibility of all players involved. In addition, it ensures that the input of the ILO is included in all relevant issues. In 2002-03, the ILO was part of important ongoing debate on pension reform for EU accession countries and discussions on the Russian Federation's accession to the World Trade Organization. ILO participation in the Social Cohesion Initiative led to increased programmes of technical cooperation for Stability Pact countries in the fields of social dialogue, social protection, vocational rehabilitation and occupational safety and health.

Looking back: 2002-03 results

- Strategic objectives:
 - Promote and realize standards and fundamental principles and rights at work.

- Create greater opportunities for women and men to secure decent employment and income.
- Enhance the coverage and effectiveness of social protection for all.
- Strengthen tripartism and social dialogue.

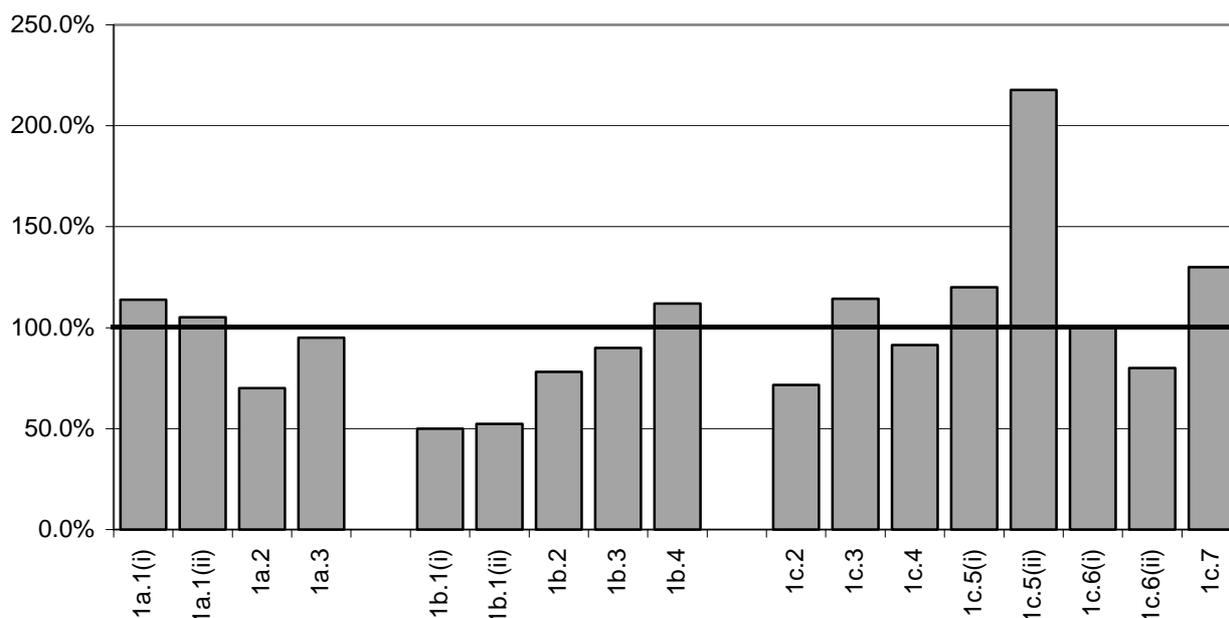
A graph at the beginning of each of the above sections illustrates the quantitative results against the targets set. However, they should be read with some caution. Generally speaking, the more precise a target is (ratification) the closer the actual results come to targets, whereas less specific or supply-focused targets tend to be over-exceeded. The trend for 2004-05 is for more precise formulations of targets, and hence the results should be more indicative. The results in detail are presented at the end of each section.

- InFocus programme evaluations
- Cross-cutting activities
- Governance, support and management

This section includes a brief review of progress made in implementing strategic budgeting and results-based management.

Strategic Objective No. 1: Promote and realize standards and fundamental principles and rights at work

Percentage of targets reached: Fundamental principles and rights



27. Among international institutions concerned with the world of work, the ILO's unique advantage and responsibility is its normative function through a tripartite rights-based approach to defining decent work. Growing concern about the social and economic effects of globalization and increasingly coherent global efforts to fight poverty have highlighted the value of international labour standards in the world today.
28. The key strategic elements in promoting and realizing labour standards for the biennium were twofold: strengthening a modernized normative system that is relevant to the realities of today's labour market; and pursuing recognition by member States and the international community that social dialogue and tripartism are the most productive ways to address the social and economic issues at the root of persistent decent work deficits globally.
29. The 2002-03 biennium continued the notable progress being made in the ratification of the ILO's eight fundamental Conventions. Many of the clear successes came through the InFocus Programme on Child Labour (IPEC) and the InFocus Programme on Promoting the Declaration. Support is widespread for these InFocus programmes (IFPs), with increasingly comprehensive commitments being made by member States to ILO standards and fundamental principles as a result. However, follow-through on IFP successes will continue to be largely dependent on extra-budgetary funding, presenting risks for both programmes if donor resources diminish.
30. The success of promotional programmes and the high rate of ratification of the fundamental Conventions has led to increased demand on the ILO to build up institutional frameworks and mechanisms for their effective implementation. As the prevalence of the worst forms of child labour has become better known, it has increasingly become an issue of concern for national authorities. This demand for the ILO's service and cooperation has provided – for example, in the Arab States – opportunities to provide practical assistance to complement national efforts and to introduce additional means of giving effect to fundamental principles and rights at work.

Highlights

31. The first four-year cycle of Global Reports on the four categories of fundamental principles and rights was completed during the biennium, providing important information for future promotional efforts in each area. Newly identified priorities include increasing the quality and quantity of projects on forced labour, freedom of association and collective bargaining, and launching technical cooperation activities to prevent and address discrimination in employment and occupation.
32. *Time for equality at work*, the first Global Report on this subject, highlighted the changing nature of discrimination in the world of work and showed that the shift from ignorance or denial to remedial action was neither straightforward nor irreversible. It also stressed that there was no definitive formula for eliminating discrimination at work, but that policy responses must be country-specific and involve a combination of interventions that are sustained over time. National compendia supplementing information contained in the Global Report were prepared in several countries and discussed with national government authorities and the social partners. This has helped in the preparation of more focused follow-up at the country level. An action plan identifying thematic priorities and strategies to be pursued by the ILO in the next four years was discussed and endorsed by the Governing Body at its 288th Session in November 2003.
33. The campaign for ratification of the Worst Forms of Child Labour Convention, 1999 (No. 182), was more successful than anticipated, bringing with it a favourable spin-off effect on ratifications of the Minimum Age Convention, 1973 (No. 138). This growing government commitment to international child labour standards has been accompanied by

increasing requests for the services of both the International Labour Standards Department and IPEC.

Strategies

34. IPEC responded to the demand for increased support by shifting the focus gradually from direct action to policy advisory services and support in the area of data collection and analysis. This strategy may be particularly productive where political instability has impeded progress at the local level. The process was facilitated by taking advantage of newly decentralized posts in the field, creating thematic technical units (vulnerable groups, hazardous work, education and economic development) and expanding the evaluation and knowledge-management capacity of the programme. This improved the quality of technical backstopping to project activities in the field and played an important role in accelerating the process of developing new products and services.
35. In terms of child labour, in particular, the focus for the biennium in Africa was on building the capacity of local partners to combat child labour and conducting dialogues with tripartite constituents on how best to include child labour issues in their policies and programmes. Achieving objectives by building trust among the social partners created a sense of programme ownership. In addition, experience in Africa shows that implementation of fundamental Conventions has brought more awareness on critical issues like child trafficking and treatment of migrant workers.

Eliminating child labour in the fishing sector in the Philippines

This three-year extra-budgetary project successfully concluded in 2002 has left a lasting impact in eight village communities in the Province of Negros Oriental in the Philippines. It is now serving as a model for new time-bound projects in the Philippines in three adjacent provinces. The project focused on child labour in two forms of fishing: *pa-aling* and *kubkub*. *Pa-aling* is a form of deep-sea fishing in which children dive 10-15 meters without protective gear while chasing fish into nets using compressed air hoses. While on six- to ten-month *pa-aling* expeditions, children risk ear injuries, shark attacks and injury from falls, snake bites, and drowning. *Kubkub* is inshore, night fishing from smaller boats, exposing children to many of the same risks, as well as to the fatigue of working all night. There are three companies that engage in *pa-aling* in the Philippines, which run an average of ten boats a year. Seventy registered (and many unregistered) fishing boats are engaged in *kubkub*. In all, more than 4,600 people work in these fishing operations, 85 per cent of them from Negros Oriental.

By 2002, the three *pa-aling* companies had signed a commitment of support to eliminate child labour in their fishing operations and established a system to ensure stringent screening at pre-departure sites. Under this new system, an applicant who is a suspected minor and does not present a birth certificate is automatically rejected. Before this agreement, more than 100 people recruited were not screened or documented. A cooperative of *kubkub* operators (the Negros Oriental Fishing Boat Operators Cooperative) also signed an agreement to participate in activities to eradicate child labour in their fishing operations.

Municipalities in the province and the provincial governor have signed a province-wide covenant to eliminate child labour in deep-sea fishing. Child labour monitoring task forces were established at the municipal level. There are now six child labour monitoring task forces in the province, all based in six municipalities that have traditionally served as pre-departure sites for child labour in *kubkub*. In all, 325 children were withdrawn and 2,960 prevented from working in a project which has built partnerships between *kubkub* owners, *pa-aling* companies, local government units, six national government agencies, employers, workers, universities and colleges, churches, media and NGOs.

Lessons learned

36. Improving the effectiveness of the supervisory system and international labour standards has continued to be directed at providing advice and training governments and the social partners in reporting procedures to improve the timeliness, quality and efficiency of

reports. This appears to have had an effect, although for the time being the levels of reporting have not increased.

37. The follow-up to the Declaration has been an invaluable tool for identifying world trends in key areas such as forced labour and trafficking or gender discrimination, and investigating and addressing these issues at the national level. It has also lent greater emphasis to the importance of normative approaches.

Combating forced labour in Brazil

ILO assistance has supported significant change in the past two years in Brazil. Studies and surveys helped clarify the incidence of forced labour, particularly in remote areas, and the consistent pattern of impunity for the individuals exacting forced labour. They also identified deficiencies in federal legislation prohibiting forced labour and inadequate coordination amongst state agencies responsible for eradicating forced labour. The ILO assisted in strengthening the role of the Executive Group for the Abolition of Forced Labour (GERTRAF) and improving inter-agency coordination. A National Plan for the Eradication of Slave Labour was adopted, and the number of preventive prison sentences against forced labour offenders increased greatly in 2003. A new National Council against Forced Labour (CONATRAE) is now implementing the National Plan. The President of the Supreme Labour Court and other authorities are pressing for a constitutional amendment permitting expropriation of land where forced labour has been found. Awareness continues to increase, with the launch in August/September 2003 of the National Campaign for the Eradication of Forced Labour in Brazil.

38. The complaints procedures have proven effective in exposing issues and bringing pressure to bear. One prominent example is the application of article 33 of the Constitution in the wake of the Commission of Inquiry on Myanmar (see box).

Article 33 and Myanmar

Article 33 of the ILO Constitution says that in the event of a State failing to carry out the recommendations of a commission of inquiry, the Governing Body may recommend to the Conference action to secure compliance. In March 2000, for the first time in the history of the ILO, the Governing Body decided to recommend to the Conference that it apply measures under article 33 following the Commission of Inquiry on Myanmar's observance of the Forced Labour Convention, 1930 (No. 29). These measures were applied by the Conference in the form of a resolution adopted in 2000. At the same time, the Myanmar authorities engaged in dialogue with the ILO on the issue and, after a series of ILO technical cooperation missions to the country, agreed in March 2002 to the establishment of an ILO presence, i.e. a Liaison Officer based in Yangon whose mandate was to assist the Government in its efforts to ensure the prompt and effective elimination of forced labour in the country.

39. The quickened pace of ratification of the fundamental Conventions combined with demands for a modernized approach to standard setting and supervision is placing the supervisory process under growing pressure. Evolution towards an integrated approach to the ILO's standards-related activities has been discussed in the Governing Body and at the Conference. A more strategic, results-oriented approach – involving the ILO assisting countries to refocus on ratifications of up-to-date Conventions while supplying and mobilizing greater support for the resolution of implementation problems raised by supervisory bodies – is essential for the normative system to retain and increase its influence and value.
40. As a consequence of the success of the ratification campaign for the fundamental Conventions, there have been large numbers of first reports after ratification to be analysed for the Committee of Experts on the Application of Conventions and Recommendations, particularly concerning child labour. There is also a backlog of deferred files due in part to the number of these reports and the late arrival of many. With funds from the 2000-01 surplus, this backlog will be dealt with by the end of 2004 and steps will be taken to reform the process to avoid the problem in future.

41. The mainstreaming of the ILO's normative work in all technical programmes and in all regions in the more general process of operationalizing decent work continues to be a difficult task. Significant steps have been made by both the Governing Body in identifying the 71 up-to-date Conventions and the technical programmes with integrated approaches to occupational safety and health, maritime issues, migrant workers and employment policy. There is also an opportunity to use supervisory comments more systematically in order to raise and press cross-cutting and inter-sectoral issues germane to individual Conventions and countries, such as gender and HIV/AIDS, where there are strong rights elements. The supervisory process has the capacity to pay handsome dividends in terms of identifying social and development issues arising under ILO Conventions and providing a structured form for dialogue to address them.
42. The challenge for future work will be to make an impact by concentrating on the up-to-date Conventions and the points on which the ILO has comparative advantages: its ability to pursue a rights-based approach on the basis of social dialogue and practical assistance. The implications of this for the Office are that the objectives of individual Conventions can only be achieved by prioritizing – with the greatest possible participation of employers' and workers' organizations – the points with the greatest potential for real change.

Operational objective 1a: Standards and fundamental principles and rights at work – ILO member States give effect to the principles and rights concerning freedom of association and collective bargaining and the elimination of forced labour, child labour and discrimination in employment and occupation

Financial information will be provided in an annex to this report, distributed at the March session of the Governing Body as information is not available until then.

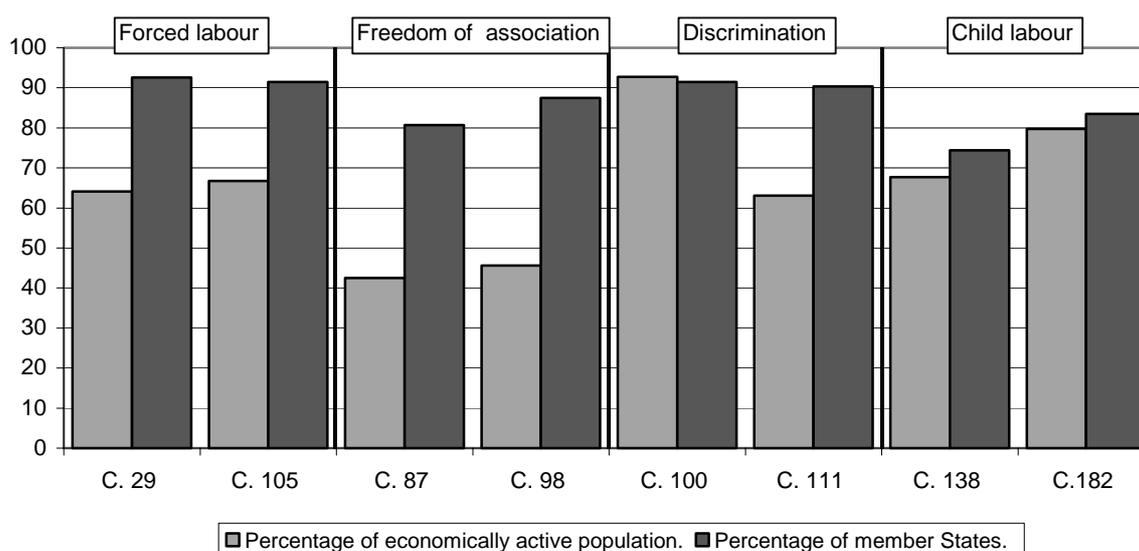
1a results:

Performance indicators	Targets	Outcomes
1a.1. Member States that have ratified either:	(i) 50 per cent of member States (87);	55.9 per cent (99 member States). Additional 31 member States that ratified during the biennium: Antigua and Barbuda, Belgium, Burundi, Cameroon, Congo, Côte d'Ivoire, Egypt, Ethiopia, Fiji, Georgia, Germany, Grenada, Guinea, Jamaica, Kazakhstan, Lithuania, Mali, Mozambique, Netherlands, Nigeria, Peru, Poland, Republic of Moldova, Russian Federation, Serbia and Montenegro, Sri Lanka, Swaziland, Syrian Arab Republic, United Republic of Tanzania, The former Yugoslav Republic of Macedonia, Zimbabwe. <i>(No specific target for this was set in 2000-01.)</i>
(i) all eight fundamental Conventions; or		
(ii) at least one Convention in each of the four categories of fundamental principles and rights.	(ii) 135 member States.	142 member States (all 99 member States falling under (i) above, plus another 43). Additional 10 member States that ratified during the biennium (last category ratified): Bolivia (child labour), Jamaica (child labour), Lebanon (child labour), Liberia (child labour), Mauritius (discrimination), Nepal (child labour), New Zealand (freedom of association), Singapore (discrimination), Sudan (child labour), Trinidad and Tobago (child labour). <i>(The target for 2000-01 was 122 member States and the result 124.)</i>

Performance indicators	Targets	Outcomes
1a.2. Member States in which there are positive changes, as noted in the ILO Declaration Expert-Advisers' introduction to the compilations of annual reports on the Declaration.	20 member States.	14 member States: Bahrain, Burkina Faso, China, Kenya, Kuwait, Lebanon, Morocco, Niger, Oman, Qatar, Romania, Saudi Arabia, Sudan, United Arab Emirates. <i>(The 2000-01 target was ten, but the result was not quantified.)</i>
1a.3. Member States that have begun implementation of gender-sensitive technical cooperation that specifically addresses needs or problems identified in reports submitted under the Declaration, the introduction by the ILO Declaration Expert-Advisers and plans of action adopted by the Governing Body.	20 member States.	19 member States: Bangladesh (two projects), Benin, Brazil, Bulgaria, Burkina Faso, China, India (Tamil Nadu), Indonesia, Madagascar, Mali, Mauritania, Nepal, Niger, Romania, Togo, Qatar, Saudi Arabia, Senegal, Mongolia. In addition, there are two subregional projects under DECLARATION auspices in Europe – one on forced labour and trafficking and one on the promotion of fundamental principles and rights in Stability Pact countries – and a regional project in the Americas linked to the Organization of American States. The Declaration Programme has attracted extra-budgetary funds and designed other regional and national projects with the support of other headquarters and field units. <i>(The 2000-01 target was ten and the result 29.)</i>

Observations: All targets under this operational objective were exceeded. Given the views of the Expert-Advisers, indicator 1a.2 has been revised for the next biennium to read as follows: *Member States introducing significant changes in their policies, legislation or institutions in order to realize fundamental principles and rights at work, as indicated in annual reports or Global Reports under the Follow-up to the Declaration.*

Comparison: Percentage of member States which have ratified each of the eight fundamental Conventions, and percentage of the world's economically active population covered by each Convention



Operational objective 1b: Child labour – Child labour is progressively eliminated, priority being given to the urgent elimination of its worst forms and to the provision of alternatives for children and families

Financial information will be provided in an annex to this report, distributed at the March session of the Governing Body as information is not available until then.

1b results:

Performance indicators	Targets	Outcomes
<p>1b.1. Member States that ratify:</p> <p>(i) the Minimum Age Convention, 1973 (No. 138);</p>	<p>(i) 30 additional member States;</p>	<p>15 additional member States (total 131): Côte d'Ivoire, Fiji, Grenada, Guinea, Jamaica, Lebanon, Mali, Mongolia, Mozambique, Nigeria, Peru, Sudan, Swaziland, Uganda, Viet Nam.</p> <p><i>(The 2000-01 target was 20 new ratifications and the result, 32, for a total of 116.)</i></p>
<p>(ii) the Worst Forms of Child Labour Convention, 1999 (No. 182).</p>	<p>(ii) 65 additional member States.</p>	<p>34 additional member States (total 147): Antigua and Barbuda, Belgium, Bolivia, Burundi, Cameroon, China, Congo, Côte d'Ivoire, Egypt, Ethiopia, Fiji, Georgia, Germany, Grenada, Guinea, Islamic Republic of Iran, Jamaica, Kazakhstan, Liberia, Lithuania, Mozambique, Nepal, Netherlands, Nigeria, Peru, Poland, Republic of Moldova, Russian Federation, Serbia and Montenegro, Sudan, Swaziland, Syrian Arab Republic, The former Yugoslav Republic of Macedonia, Trinidad and Tobago.</p> <p><i>(The 2000-01 target was 87 ratifications and the result, 108, for a total of 114.)</i></p>
<p>1b.2. Member States that carry out national quantitative and qualitative studies on the extent of child labour.</p>	<p>32 additional member States.</p>	<p>25 additional member States: Bahamas, Bangladesh, Barbados, Cambodia, Chile, Costa Rica, Côte d'Ivoire, Guyana, Haiti, Honduras, India, Jamaica, Jordan, Malawi, Mongolia, Nepal, Pakistan, Senegal, Sri Lanka, Suriname, United Republic of Tanzania, Trinidad and Tobago, Turkey, Uganda, Zambia.</p> <p>National quantitative and qualitative studies on the extent of child labour included national child labour surveys (conducted in 14 additional member States), rapid assessments, baseline surveys and sectoral studies. Examples include:</p> <ul style="list-style-type: none"> ■ a child labour study on the cocoa plantations of Côte d'Ivoire in 2002; ■ a baseline study on children working in the garment and footwear industries in the southern and north-eastern poverty belts of Beirut; ■ a rapid assessment on specified types of worst forms of child labour in Nepal; ■ a national study on combating the trafficking of young persons for labour and sexual exploitation in the Republic of Moldova. <p><i>(The 2000-01 target was 30 member States and the result, 37 plus one other entity.)</i></p>

Performance indicators	Targets	Outcomes
1b.3. Member States that formulate policies and programmes specifying time-bound targets for the elimination of the worst forms of child labour, taking into account the special situation of the girl child.	20 additional member States.	<p>11 new time-bound programmes were formulated and funded through the mobilization of US\$38 million by IPEC: Bangladesh, Brazil, Costa Rica, Dominican Republic, Ecuador, Indonesia, Pakistan, Philippines, Senegal, South Africa and Turkey.</p> <p>7 additional countries participating in IPEC programmes formulated policies and programmes aimed at the elimination of the worst forms of child labour: Bolivia, Colombia, Mongolia, Nigeria, Paraguay, Peru and Ukraine.</p> <p>Total additional funding secured during the biennium for time-bound programmes eliminating the worst forms of child labour was more than US\$135 million. ILO action in this area included counselling services, education and training, rehabilitation interventions and withdrawal of children from the worst forms of work.</p> <p><i>(The 2000-01 target was 12 additional member States and the result 3.)</i></p>
1b.4. Children who benefit from ILO action in particular in regard to the worst forms of child labour and the girl child.	1 million.	<p>1,120,000 children: 30 per cent were reached through direct services, more than 50 per cent were girls and over 70 per cent were in the worst forms of child labour; 11 per cent were from Africa, 35 per cent from the Americas, 48 per cent from Asia-Pacific and 6 per cent from the Europe and Arab regions.</p> <p><i>(The 2000-01 target was 260,000 children directly benefiting, and the result was 311,000 cases of service provided to children.)</i></p>

Observations: For indicator 1b.1, targets were exceeded in the last biennium by 12 in respect of Convention No. 138 and by 27 in respect of Convention No. 182, which accounts in large part for the shortfall in this biennium. Convention No. 182 is now only 30 member States away from universal ratification. The definition of national quantitative and qualitative studies of child labour included national child labour surveys (conducted in 14 member States), rapid assessments, baseline surveys and sectoral studies. Although the time-bound programme approach is a priority in fulfilling this objective, receiving 28 per cent of resources, a total of 85 countries received assistance with various forms of technical cooperation from IPEC.

Operational objective 1c: Normative action – Services are provided to the supervisory bodies, constituents and the Governing Body and the International Labour Conference, enabling existing standards to be supervised and new standards to be set

Financial information will be provided in an annex to this report, distributed at the March session of the Governing Body as information is not available until then.

1c results:

Performance indicators	Targets	Outcomes
1c.1. Improvements in ILO standards-related activities.	(i) Adoption of a programme of action on occupational safety and health standards;	Programme of Action adopted at ILC 2003; item on ILC agenda in 2005. With ILO advice and technical support, OSH policies, laws or curricula have been drafted in Azerbaijan, Malawi, Pakistan, South Africa, Swaziland, Uzbekistan, Zambia. Requests have been received and preliminary work begun in Armenia, Kazakhstan, Kyrgyzstan, Tajikistan.

Performance indicators	Targets	Outcomes
	(ii) Consideration by the Governing Body of similar discussions in two additional areas for 2004-05.	<i>Migrant workers</i> on ILC agenda in 2004. <i>Promoting youth employment</i> on ILC agenda in 2005. <i>(The comparable indicator for 2000-01 was also achieved.)</i>
1c.2. Reports processed for the Committee of Experts.	90 per cent of reports received.	64.5 per cent (average) in 2002-03. <i>(The 2000-01 target was 90 per cent, the result, an average of 69 per cent.)</i>
1c.3. Complaints examined by the Committee on Freedom of Association.	First examination by the CFA within 12 months of receipt of complaint.	11 months (average) in 2002-03. <i>(The 2000-01 target was 12 months, the result, an average of 11 months.)</i>
1c.4. Rate of response from governments for each supervisory body session.	70 per cent for each session of the Committee of Experts.	64 per cent. <i>(No similar indicator for 2000-01.)</i>
1c.5. Improvements in the application of the fundamental Conventions noted in the biennium by the Committee of Experts.	(i) 20 cases of satisfaction;	Total: 24 cases. 12 cases in 2002, as follows: Forced labour (Nos. 29, 105) – Angola, Romania, Thailand, United Republic of Tanzania. Equality of opportunity and treatment (No. 111) – Bulgaria. Freedom of association and collective bargaining (Nos. 87, 98) – Belize, Fiji, Namibia, Russian Federation, Rwanda. Child labour (No. 138) – Germany, Slovenia. 12 cases in 2003, as follows: Forced labour (No. 29) – Colombia, Peru. Equality of opportunity and treatment (Nos. 100, 111) – Argentina, Cyprus, Latvia. Freedom of association and collective bargaining (No. 98) – Democratic Republic of the Congo, Jordan, Zimbabwe. Child labour (No. 138) – Belgium, Costa Rica, Russian Federation, Spain. <i>(The 2000-01 target was 20 cases, the result, 36.)</i>
	(ii) 90 cases of interest.	Total: 196 cases. 74 cases in 2002, as follows: Forced labour (Nos. 29, 105) – Albania, Belgium, Greece, India, Jordan, Republic of Moldova, Nigeria, Slovakia, United Republic of Tanzania. Equality of opportunity and treatment (No. 111) – Australia, Austria, Canada, Chile, Cyprus, Czech Republic, Denmark, Dominican Republic, France, Germany, Greece, Hungary, Iceland, Islamic Republic of Iran, Italy, Jordan, Madagascar, Malta, Mauritania, Mozambique, New Zealand, Norway, Poland, Portugal, Romania, Rwanda, Saint Lucia, Senegal, Slovakia, Slovenia, Spain, Sweden, Switzerland, Venezuela, Yemen. Freedom of association and collective bargaining (No. 87) – Albania, Argentina, Australia, Bosnia and Herzegovina, Botswana, Burundi, Cambodia, Costa Rica, Croatia, Eritrea, Ethiopia, Gabon, Georgia, Guatemala,

Performance indicators	Targets	Outcomes
1c.6. Cases of progress in the implementation of Conventions other than the fundamental ones noted in the biennium by the Committee of Experts.	(i) 40 cases of satisfaction;	<p>Lesotho, Libyan Arab Jamahiriya, Mauritania, Norway, Poland, Portugal, Romania, Rwanda, Turkey, Ukraine, Yugoslavia.</p> <p>Child labour (Nos. 138, 182) – Germany, Jordan, Kenya, Slovenia, United States.</p> <p>122 cases in 2003, as follows:</p> <p>Forced labour (Nos. 29, 105) – Argentina, Brazil, Czech Republic, El Salvador, Ghana, Indonesia, Italy, Paraguay, Spain, Sri Lanka, Thailand, United Kingdom.</p> <p>Equality of opportunity and treatment (Nos. 100, 111) – Australia, Austria, Belgium, Belize, Brazil, Chile, Colombia, Costa Rica, Croatia, Cyprus, Denmark, Eritrea, Finland, Gabon, Germany, Guatemala, Guyana, Hungary, Jamaica, Lebanon, Mongolia, New Zealand, Panama, San Marino, South Africa, Sweden, Zimbabwe.</p> <p>Freedom of association and collective bargaining (Nos. 87, 98) – Austria, Brazil, Bulgaria, Croatia, Cyprus, Djibouti, Dominica, Egypt, Guatemala, Indonesia, Jamaica, Kazakhstan, Macau (China), Russian Federation, Saint Lucia.</p> <p>Child labour (Nos. 138, 182) – Albania, Argentina, Belarus, Belgium, Burkina Faso, Cambodia, Central African Republic, Chile, Cuba, Dominican Republic, Ecuador, Finland, France, Guyana, Honduras, Indonesia, Italy, Kenya, Lithuania, Luxembourg, Malaysia, Mali, Mauritius, Republic of Moldova, Morocco, Namibia, Nepal, Netherlands, Nicaragua, Norway, Panama, Philippines, Poland, Portugal, Romania, Russian Federation, Rwanda, San Marino, Senegal, Serbia and Montenegro, Slovakia, South Africa, Spain, Sri Lanka, Switzerland, United Republic of Tanzania, Togo, Tunisia, Turkey, United Arab Emirates, Uruguay, Yemen, Zambia, Zimbabwe.</p> <p><i>(The 2000-01 target was 40 cases, the result, 116.)</i></p> <p>Total: 40 cases.</p> <p>18 cases in 2002, as follows:</p> <p>Indigenous and tribal peoples (No. 107) – Panama.</p> <p>Industrial relations (No. 135) – Netherlands, Sri Lanka.</p> <p>Labour inspection (No. 81) – Bulgaria, Lebanon.</p> <p>Occupational safety and health (Nos. 115, 139) – Finland, Nicaragua, Syrian Arab Republic.</p> <p>Social security (Nos. 12, 102, 118) – France, Rwanda, United Kingdom.</p> <p>Seafarers (No. 55) – Spain.</p> <p>Wages (Nos. 95, 99) – Republic of Moldova, Turkey.</p> <p>Workers with family responsibilities (No. 156) – France;</p> <p>Working time (Nos. 1, 106) – Syrian Arab Republic.</p> <p>22 cases in 2003, as follows:</p> <p>Labour inspection (Nos. 81, 129) – Bolivia, Jersey, Luxembourg, Morocco, Poland, Portugal, Rwanda, Saudi Arabia, Syrian Arab Republic, Tunisia.</p> <p>Occupational safety and health (Nos. 115, 120) – Bulgaria, France, Hong Kong (China).</p>

Performance indicators	Targets	Outcomes
		<p>Maternity protection (No. 103) – Portugal.</p> <p>Social security (Nos. 19, 118) – Syrian Arab Republic.</p> <p>Wages (Nos. 95, 131) – Latvia, Syrian Arab Republic.</p> <p>Working time (Nos. 52, 106) – Belarus, Côte d'Ivoire, Egypt.</p> <p><i>(The 2000-01 target was 40 cases, the result, 37.)</i></p>
	(ii) 200 cases of interest.	<p>Total: 160 cases.</p> <p>69 cases in 2002, as follows:</p> <p>Dockworkers (No. 32) – Panama.</p> <p>Indigenous and tribal peoples (Nos. 107, 169) – Brazil, Ecuador, Panama.</p> <p>Industrial relations (No. 135) – Costa Rica.</p> <p>Labour inspection (Nos. 81, 129) – Argentina, Bahamas, Brazil, Central African Republic, Cuba, Guatemala, Isle of Man, Kenya, Kuwait, Madagascar, Mauritania, Mauritius, Republic of Moldova, Panama, Sao Tome and Principe, Senegal, Spain, Syrian Arab Republic, Turkey.</p> <p>Maternity protection (No. 3) – Argentina.</p> <p>Occupational safety and health (Nos. 13, 115, 119, 139, 148, 162) – Argentina, Cyprus, Denmark, Finland, Guatemala, Hungary, Iceland, Jordan, Nicaragua, Norway, Sweden.</p> <p>Seafarers (Nos. 53, 55, 134, 164) – Kenya, Luxembourg, Peru, Sweden.</p> <p>Social security (Nos. 102, 118, 121) – France, Italy, Mexico, Netherlands, Senegal, Switzerland, Turkey, Yugoslavia.</p> <p>Wages (Nos. 26, 95, 131) – India, New Zealand, Portugal, Republic of Moldova, Sri Lanka.</p> <p>Workers with family responsibilities (No. 156) – France, Japan.</p> <p>Working time (Nos. 1, 14, 30, 106) – Comoros, France, Guinea-Bissau, Kuwait, Mali, Niger, Panama.</p> <p>91 cases in 2003:</p> <p>Indigenous and tribal peoples (No. 169) – Colombia, Guatemala, Honduras.</p> <p>Labour administration (Nos. 150, 160) – Bolivia, Czech Republic, Hong Kong (China), Ireland, Russian Federation.</p> <p>Labour inspection (Nos. 81, 129) – Colombia, Guyana, Jersey, Kuwait, Lithuania, Mauritania, Mauritius, Morocco, Netherlands, New Zealand, Norway, Panama, Portugal, Qatar, Saint Vincent and the Grenadines, Saudi Arabia, Spain, Sri Lanka, Syrian Arab Republic, United Republic of Tanzania, Tunisia, Uruguay, Venezuela.</p> <p>Maternity protection (Nos. 3, 103) – Argentina, Central African Republic, Azerbaijan, Belarus, Bolivia, Côte d'Ivoire, Cuba, Guatemala, Hong Kong (China), Latvia, Netherlands, Republic of Moldova, Slovenia, Spain, Sri Lanka.</p> <p>Occupational safety and health (Nos. 13, 115, 120, 136, 162) – Brazil, Guinea, Italy, Norway, Slovenia, Spain, Sweden.</p> <p>Protection of children and young persons (Nos. 10, 33, 90, 123) – Australia, Bolivia, Czech Republic, Guinea, Lebanon, Slovakia, Spain, Thailand.</p>

Performance indicators	Targets	Outcomes
		<p>Seafarers (Nos. 9, 91) – Croatia, Sweden.</p> <p>Social security (Nos. 19, 24, 102, 118) – Algeria, Barbados, Bulgaria, Costa Rica.</p> <p>Wages (Nos. 26, 95, 99, 131, 173) – Angola, Australia, Bahamas, Belize, Ireland, Lithuania, Romania, Saint Lucia, Slovakia, Tunisia, Ukraine.</p> <p>Working time (Nos. 14, 52, 89, 106, 132) – Brazil, Bulgaria, Croatia, Estonia, Ireland, Lebanon, Slovakia, Zimbabwe.</p> <p><i>(The 2000-01 target was 200 cases, the result, 180.)</i></p>
1c.7. Cases of progress noted in the biennium by the Committee on Freedom of Association	50 cases.	<p>65 cases (2002-03).</p> <p><i>(No similar indicator in 2000-01.)</i></p>

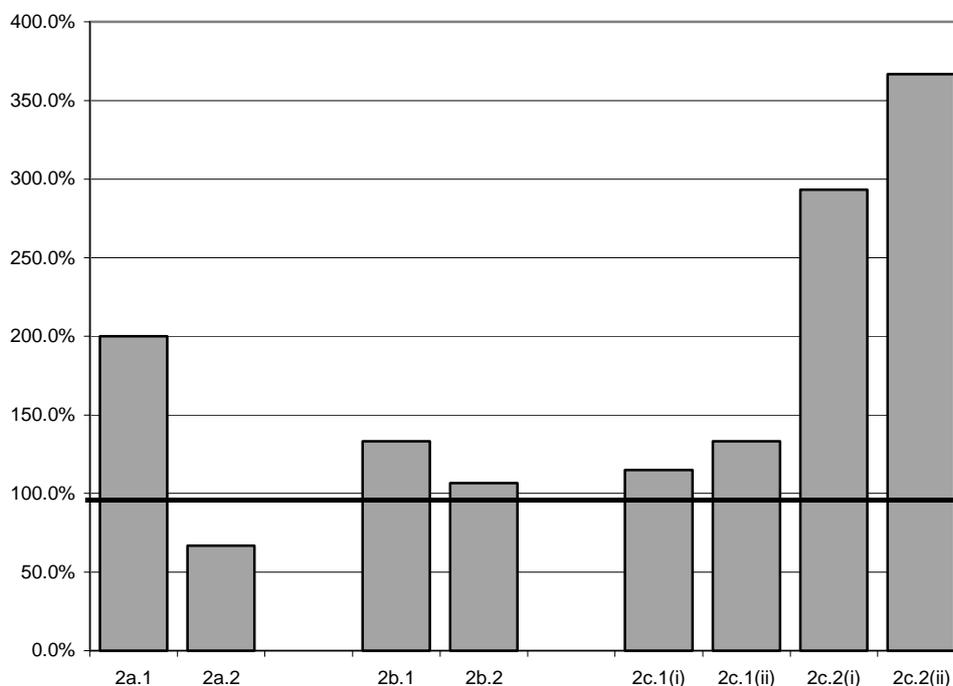
Observations: Indicators and targets for normative action have been restructured for 2004-05, in order to focus on the impact and effectiveness of the standards system in influencing member States' adoption of legislation and policies to achieve decent work and contributing to international development goals. Indicators and targets for 2002-03 focus on internal productivity measures, and results for regular reporting (1c.2, 1c.4) suggest a mismatch between the resources and their utilization, on the one hand, and the Office's ability to deal promptly with all reports received, on the other. Results under 1c.2 do not reflect efforts made to update and simplify comments made by the Committee of Experts in previous years in order to obtain responses from governments.

Amending trade union legislation in the Islamic Republic of Iran

The ILO provided expert advice to the Ministry of Labour and to workers' organizations in the Islamic Republic of Iran, whose legislation in 2001 did not permit workers to organize within the full meaning of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87). Based on a national request for a first mission in 2002, which gave the highest priority to an appropriate framework for workers and employers to establish and join free and independent organizations, the ILO provided substantial technical advice leading to the development of draft amendments to the Labour Code in 2003. These amendments set out a framework for freedom of association and collective bargaining compatible with ILO principles. They maintain the existence of workers' councils and workers' representatives at the enterprise level while equally ensuring the possibility of trade union pluralism at all levels. This new legislation will significantly increase availability of fundamental rights for workers in the Islamic Republic of Iran.

Strategic Objective No. 2: Create greater opportunities for women and men to secure decent employment and income

Percentage of targets reached: Employment



- 43.** Supporting the creation of decent employment opportunities for women and men is fundamental to the goals of the ILO. More than one billion people are under- or unemployed. Among those who are employed, gender and other forms of discrimination often mean lower paid, insecure or unprotected work.
- 44.** ILO work in 2002-03 focused on effecting change in three major areas: employment policies to support the establishment of strategies for decent work; investment by member States in training and skills development to increase access to better quality work; and the active use of employment-generating policies in all areas, including crisis reconstruction.
- 45.** An external influence on employment during the biennium was the role of the MDGs and PRSPs in driving global development. Employment creation is now beginning to be recognized as a means of reducing poverty. This has opened new avenues for the development and delivery of employment-related work by the ILO. The new emphasis on poverty reduction and the formulation of PRSPs particularly enhanced national attention to employment creation in the African region.
- 46.** Events such as the war in Iraq and the outbreak of SARS led to some programme changes, with a few activities having to be postponed. Shifting political climates – instability, changes in government and altered policy priorities – also delayed a number of employment-related services. Concerns about declining technical cooperation have resulted in the design of new project proposals with greater links to donor priorities such as poverty reduction and youth employment.

Highlights

47. Some of the biennium's most significant achievements included the Governing Body's endorsement of the Global Employment Agenda, the successful start-up of the Youth Employment Network, progress towards a new human resources development and training recommendation, the widespread dissemination of the ILO code of practice on managing disability in the workplace, and the development and adoption of the Promotion of Cooperatives Recommendation, 2002 (No. 193).
48. Crisis response by the ILO was visible and effective in countries such as Afghanistan and Argentina, and the role of the ILO and the centrality of employment-related issues in crisis management and reconstruction received wider recognition by the major UN agencies. In general, the ILO was able to provide a rapid response to crisis-related demands worldwide.
49. An integrated flagship project was launched in the Commonwealth of Independent States to reduce poverty by providing employment and income-generating activities for youth and other vulnerable groups at the national and local level by strengthening the capacity of constituents and directly involving beneficiaries.

The Jamaica Tripartite Productivity Centre

In the late 1990s, both the national Government and social partners identified a lack of emphasis on productivity as a critical factor in Jamaica's lagging economic and social development. The ILO was asked to help launch a process to address this and began by facilitating coalition-building among social partners – initially with a group of 35 policy-makers. This resulted in the creation of a tripartite steering committee which launched the National Productivity Centre of Jamaica in April 2003. The ILO's technical help, from headquarters and the field, combined with a convergence of political and economic circumstances in Jamaica in a process that was owned by national social partners. While the ILO has provided some start-up assistance (such as donating books to the library), this initiative is now locally sustained.

Strategies

50. The Global Employment Agenda introduced in the biennium has provided the Office with a functional tool for promoting focus and integration of efforts in a coordinated international strategy to promote productive and decent employment. Emerging global alliances will be increasingly important, such as the Youth Employment Network and the ILO work with the Council of Europe in the Stability Pact countries and with the Economic and Social Commission for West Asia. Two criteria will predominate: that programmes respond to genuine demand, and that work is seen through to the implementation phase.
51. The information base on equal employment opportunities (EEO) was used in some 19 countries for introducing or reforming legislation and strengthening implementation of EEO policies and programmes. Employment policy advisory work in 30 countries utilized the practical tools that have been developed for mainstreaming gender, entrepreneurship and employment concerns. Vulnerable groups of women workers in these countries – women in the informal economy, migrant workers, first-time jobseekers, women in post-crisis situations – were assisted with the identification of economic opportunities, training and skills development, social finance and business development services to improve job quantity and quality. A thematic evaluation of employment-intensive investment in 17 countries highlighted its importance for employment-creation policies, its capacity to operationalize decent work, and its relevance to the needs and specific interests of the social partners.

52. Internally, a strong shared vision of priorities between headquarters and the field had a positive impact on the effectiveness of integrated advice and services. An increased emphasis on joint planning and priority setting with the field and on more integrated delivery of services with both internal and external partners brought greater efficiency in meeting the expressed needs of constituents, provided more effective input to PRSPs and decent work country programmes, and reduced duplication of efforts. In Mali, for example, the ILO's role in the PRSP process was decisive, as employment has now been recognized as a key component of the national poverty reduction strategy.

Lessons learned

53. Policy advice had the greatest impact when it involved the ministries of finance and planning owing to their roles in the allocation of public resources and negotiations with the major donor agencies. Another effective approach was to integrate ILO policy objectives into the programmes of other bilateral agencies or international financing institutions. The results were that the ILO was able to move from pilot demonstration to large-scale interventions with sustainable structural impact on employment, as in Madagascar where ILO policy input to a World Bank investment increased the number of days of employment created from 4 million to 16 million over five years. Participating in the large-scale programmes of other agencies required the pooling of resources and demonstration of a critical mass of ILO technical capacity to provide policy advice and contribute to programme development and implementation.
54. The least effective approaches involved providing inputs into one-off national or international events where the ILO was not centrally featured, or when interventions were piecemeal and not coordinated with other ILO work in the same countries. To provide more effective services to support employment creation, the Office must increase its knowledge base on technical cooperation activities using comparison and benchmarking. This is beginning to happen in selected areas. Key actors within the ILO should be systematically involved in the entire process, from needs assessment and project formulation to implementation. In addition, the preparation of joint programmes with other relevant agencies must increase.
55. The benefits of a more integrated approach were illustrated in the Arab States region, where a review of employment policy and strategy took place (in Bahrain, Oman, Saudi Arabia and Yemen) producing a series of recommendations. This is work in progress to be continued in the next biennium. Integrated approaches will assist member States to tackle problems of unemployment, particularly among youth, through the promotion of national employment, small enterprise development initiatives, vocational education and training, and social protection.
56. In planning for the coming biennium, a smaller number of work items is envisaged, more tightly interlinked and more closely focused on operational objectives, involving stronger collaboration with field offices, and building on strategic partnerships with external partners. Providing strongly integrated services and more comprehensive solutions to client demands also implies further strengthening of links between units within the Office for sharing information and experience, coordination and joint involvement where appropriate.

Operational objective 2a: Employment policy support – ILO constituents are better equipped to analyse trends in national and global employment and labour markets, and to elaborate, advocate and implement effective strategies for the promotion of decent employment for men and women

Financial information will be provided in an annex to this report, distributed at the March session of the Governing Body as information is not available until then.

2a results:

Performance indicators	Targets	Outcomes
2a.1. ILO constituents that make use of the ILO knowledge base.	Constituents in 30 member States.	<p>Constituents in 60 member States received advice from the ILO, participated in building ILO knowledge bases or made use of information in ILO knowledge based on labour market indicators, gender and employment information and other employment data in 2002-03. Examples include:</p> <ul style="list-style-type: none"> ■ Key Indicators of the Labour Market (KILM) advisory services on labour market indicators provided to 11 member States (Algeria, Cambodia, Cameroon, Ethiopia, Fiji, Hungary, Mexico, Morocco, South Africa, Thailand and Viet Nam); ■ over 35 member States in the participating regions of the Caribbean, southern Africa, Central America and Eastern Europe are members of the Labour Market Indicators Library Network; ■ technical advice on labour market indicators has been provided to member States by regional specialists in all regions. <p>In all, the ILO notes results in this area in the following member States: Algeria, Angola, Bahrain, Bangladesh, Burkina Faso, Burundi, Cambodia, Cameroon, Chad, China, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Equatorial Guinea, Estonia, Ethiopia, Fiji, Gabon, Gambia, Guinea, Hungary, Indonesia, Islamic Republic of Iran, Jamaica, Japan, Jordan, Kenya, Kiribati, Kuwait, Lao People's Democratic Republic, Lebanon, Malaysia, Mali, Mauritania, Mexico, Mongolia, Morocco, Mozambique, Nepal, Nicaragua, Niger, Oman, Pakistan, Papua New Guinea, Philippines, Rwanda, Sao Tome and Principe, Saudi Arabia, Senegal, Singapore, South Africa, Sri Lanka, United Republic of Tanzania, Thailand, Togo, Turkey, Uganda, Viet Nam, Yemen and Zambia.</p> <p><i>(There was no indicator of this type for 2000-01.)</i></p>

Observations: This target was easily exceeded during the biennium, in large part because of the availability of extra-budgetary funding. The range of countries covered and the types of services provided suggest this is an area where the ILO's technical competence is in demand. This indicator has been retained for 2004-05 with a slightly higher target of 35, which is achievable within the constraints of regular budget funding.

Performance indicators	Targets	Outcomes
2a.2. Global and national employment policies that are influenced by recommendations of ILO policy advice.	National employment policies in six member States.	<p>As of the end of 2003, ILO policy proposals had been formally adopted as part of national policies in four member States: Bahrain, Nepal, Pakistan and Sri Lanka, and at the regional level in Poland.</p> <p>In all, the ILO notes work is under way in this area in the following 51 member States: Argentina, Azerbaijan, Bahrain, Brazil, Burkina Faso, Burundi, Cambodia, Cameroon, Central African Republic, Chad, Chile, China, Comoros, Côte d'Ivoire, Croatia, Democratic Republic of the Congo, Djibouti, Egypt, Ethiopia, Fiji, Gambia, Guinea-Bissau, Hungary, India, Indonesia, Islamic Republic of Iran, Kenya, Kyrgyzstan, Lithuania, Madagascar, Mexico, Nepal, Nigeria, Oman, Pakistan, Philippines, Poland, Rwanda, Saudi Arabia, South Africa, Sri Lanka, United Republic of Tanzania, Thailand, Togo, Turkey, Uganda, Uruguay, Viet Nam, Yemen, Zambia and Zimbabwe.</p> <p><i>(A broader indicator for 2000-01, covering both employment and human resource policy, targeted 12 member States and showed results in 13.)</i></p>

Observations: The degree of influence the ILO's advice can have on a specific national policy is difficult to determine. In five cases, ILO-specific proposals have been formally adopted as part of national or regional policies, providing a very clear indicator. However, work is under way in 51 countries with the ILO providing technical advice and assistance to national policy-makers. This indicator has been retained for 2004-05, with a target of ten member States.

Operational objective 2b: Knowledge, skills and employability – ILO constituents invest more in training and skills development to provide men and women improved and equal access to decent jobs

Financial information will be provided in an annex to this report, distributed at the March session of the Governing Body as information is not available until then.

2b results:

Performance indicators	Targets	Outcomes
2b.1. ILO constituents that adopt policies and invest in improvements in the quality and effectiveness of skills development and training and employment services.	ILO constituents in 15 member States.	<p>Constituents in 20 member States and other entities have adopted policies and improved the quality and effectiveness of their services in this area in 2002-03, including the following:</p> <ul style="list-style-type: none"> ■ improvements in labour market information and employment services have been noted in six member States: Albania, Burkina Faso, Cameroon, Jordan, Niger and Togo; ■ new policies have been adopted in Indonesia; ■ at least 13 member States and other entities have, with the assistance of the ILO through technical advice and donor-funded projects, been able to offer expanded and improved training services. Results were noted in Brazil, Cambodia, Chile, Comoros, El Salvador, Guatemala, Jordan, Madagascar, Peru and Zambia as well as in the territories under the Palestinian Authority, Democratic Republic of Timor-Leste and with the Arab Network of Training Providers.

In all, the ILO notes that this work is under way in the following 54 member States: Afghanistan, Albania, Algeria, Bangladesh, Benin, Bosnia and Herzegovina, Brazil, Burkina Faso, Cambodia, Chad, Chile, China, Comoros, Côte d'Ivoire, Egypt, El Salvador, Ethiopia, Fiji, Georgia, Guatemala, Guinea-Bissau, India, Indonesia, Islamic Republic of Iran, Jordan, Kenya, Lao People's Democratic Republic, Madagascar, Mauritius, Morocco, Namibia, Nepal, Niger, Pakistan, Peru, Philippines, Portugal, Russian Federation, Sierra Leone, South Africa, Sri Lanka, Sudan, Syrian Arab Republic, Tajikistan, Togo, Trinidad and Tobago, Turkey, Ukraine, United Republic of Tanzania, Viet Nam, Yemen, Zambia, Zimbabwe and territories under the Palestinian Authority. The ILO is also supporting work in Democratic Republic of Timor-Leste and with the African Union.

(A slightly different indicator in 2000-01 targeted impacts in eight member States and showed results in 22.)

Observations: It is not clear that the improved services delivered by national agencies will be maintained in the absence of ongoing, external resources (financial or technical). The net impact of the improved services delivered in the biennium, however, is positive for the beneficiaries of these services. This indicator has been amended for 2004-05 by removing the reference to employment services, and a target of 15 has been established.

Performance indicators	Targets	Outcomes
2b.2. ILO constituents that adopt strategies to ensure that women in general, and persons with special needs, such as disabled, displaced and young and older workers, have access to training and skills development.	Constituents in 15 member States.	<p>New policies or strategies were adopted in 16 member States during the biennium, comprising:</p> <ul style="list-style-type: none"> ■ employment and vocational training policies that improve access for vulnerable groups in Mali and Senegal; ■ employment and vocational training policies that improve access for women and youth in Argentina, Bolivia, Costa Rica, India, Lebanon, Mozambique, Pakistan and Zambia; ■ new disability policies and services in Jordan, Oman and territories under the Palestinian Authority; ■ new strategies to address youth unemployment that are being tested in Croatia, Hungary, Lithuania and Poland. <p>In all, the ILO notes work is under way in this area in the following 65 member States: Antigua and Barbuda, Argentina, Australia, Bangladesh, Barbados, Benin, Bolivia, Bosnia and Herzegovina, Brazil, Bulgaria, Burkina Faso, Cambodia, Central African Republic, China, Comoros, Costa Rica, Côte d'Ivoire, Croatia, Czech Republic, Ethiopia, Fiji, Guyana, Hungary, India, Indonesia, Jamaica, Japan, Jordan, Kenya, Lao People's Democratic Republic, Lebanon, Lesotho, Lithuania, Mali, Mauritius, Mongolia, Morocco, Mozambique, Namibia, Nicaragua, Niger, Oman, Pakistan, Philippines, Poland, Romania, Sao Tome and Principe, Senegal, Serbia and Montenegro, Seychelles, Slovakia, South Africa, Sri Lanka, Saint Lucia, Sudan, Suriname, Swaziland, Thailand, Trinidad and Tobago, Tunisia, Uganda, Ukraine, United Republic of Tanzania, Viet Nam and Zambia. The ILO is also supporting work in territories under the Palestinian Authority and with the African Union.</p>

(In 2000-01, there was a target with respect to gender and job creation, not one on training and skills development.)

Observations: Reports on this target do not distinguish between services provided by the ILO and actual results in terms of durable strategies adopted by constituents. Impact in terms of the rise in participation rates or reduction of exclusion is not included, although such indicators would be meaningful only with long-term tracking. The results suggest that the ILO provides a great deal of service in this area in a large number of countries but that actual impact of this effort in specific member States is not monitored over time. This indicator, with some revision, has been retained for 2004-05 with a target of 15 member States.

Alleviating poverty through peer training in Cambodia

People with disabilities in Cambodia are some of the poorest and the most vulnerable in the country. They have limited access to education, skills, vocational training, job placement, income generation and poverty-alleviation programmes and other services. The ILO developed a project to address these issues using an approach that uses successful entrepreneurs as trainers, as well as through apprenticeship and mobile training units. Working with the Ministry of Social Affairs, Labour, Vocational Training and Youth Rehabilitation (MOSALVY) of Cambodia and the World Rehabilitation Fund (WRF) of Cambodia, the ILO project started in 2002 with modest goals of training 65 individuals with disabilities and assisting at least 40 to start a business by the year's end.

The project reached and significantly exceeded these targets. At the end of 2002, 135 people had been trained (more than twice the target) and the number starting micro-businesses was 50 (25 per cent more than the target of 40). In the first half of 2003, 144 people with disabilities completed training, and 134 have started micro-businesses. The new occupations of trainees include cement jar making, pig raising, various types of basket weaving, soya milk production, blacksmithing, hair cutting, broom making, wood carving, joss stick making, knitting, ox-cart production and mushroom growing. Trainees have increased their incomes as a result of the new skills they have acquired and the micro businesses they have started, resulting in extra income to support their families. Many of those trained now train other people with disabilities through the project.

Operational objective 2c: Employment creation – ILO member States and constituents are better equipped to design and implement employment promotion programmes in the areas of enterprise development and employment-intensive investment, including in post-crisis situations, paying particular attention to the situation of women

Financial information will be provided in an annex to this report, distributed at the March session of the Governing Body as information is not available until then.

2c results:

Performance indicators	Targets	Outcomes
2c.1. ILO constituents and other institutions that apply ILO advice and practical tools for enterprise development.	Constituents in 60 member States and institutions in 30 member States.	Constituents in 69 countries and other institutions in 40 of these countries have applied ILO advice and practical tools for enterprise development: Algeria, Angola, Argentina, Azerbaijan, Bahamas, Bangladesh, Belize, Benin, Bosnia and Herzegovina, Cambodia, Cameroon, Canada, Chad, China, Comoros, Cote d'Ivoire, Croatia, Djibouti, Dominica, Eritrea, Ethiopia, France, Georgia, Germany, Ghana, Guinea-Bissau, India, Indonesia, Ireland, Jamaica, Japan, Kazakhstan, Kenya, Lao People's Democratic Republic, Lebanon, Madagascar, Malawi, Mali, Mauritania, Mauritius, Mexico, Mongolia, Morocco, Mozambique, Nepal,

Netherlands, Pakistan, Philippines, Romania, Russian Federation, Rwanda, South Africa, Sri Lanka, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Sudan, Tajikistan, United Republic of Tanzania, Thailand, Tunisia, Turkey, Uganda, United Kingdom, United States, Viet Nam, Zambia and Zimbabwe.

The major areas of advice and tools, shown as a percentage of all services provided (i.e. one member State may have requested service in more than one area) are:

Cooperative policy and legislation	17.8%
SME finance and microfinance	17.8%
Business development services	16.8%
Tripartite productivity promotion	13.9%
Local economic development	12.9%
Gender and entrepreneurship	9.9%
Small enterprise policy	7.9%
Socially sensitive enterprise restructuring	3.0%

In addition, work is under way in this area in the following 20 member States: Burkina Faso, Burundi, Central African Republic, Colombia, Congo, Democratic Republic of the Congo, Dominican Republic, Egypt, Fiji, Gambia, Guinea, Jordan, Niger, Papua New Guinea, Peru, Sao Tome and Principe, Senegal, Solomon Islands, Togo and United Arab Emirates.

20 countries are using Recommendation No. 193 on the promotion of cooperatives to adapt existing cooperative legislation to the new instrument, while several countries have adopted cooperative development strategies based on the new Recommendation. Both Angola and Mozambique have designed national and local economic development strategies that are based on the lessons learned in ILO/UNOPS field projects.

(A slightly different indicator in 2000-01 targeted 45 institutions in 25 member States and reported that 98 institutions in 38 member States had applied ILO policy and advice.)

Observations: Note that for many of the member States and institutions, ILO advice and tools were sought in more than one area. The large number of countries where services are provided indicate the broad level of interest and recognition of the ILO's expertise in this area. However, there is neither an assessment of the degree of satisfaction users have, nor a comparison with the quality and effectiveness of services provided by others, something to consider when planning future programmes and budgets. The indicator and target are repeated for 2004-05.

Support for sustainable development among marginalized populations such as the Pygmies

This programme was launched during the 2000-01 biennium and continued during 2002-03, with the aim of combating social exclusion and absolute poverty among the tribal and indigenous peoples living in the forest areas of Central Africa by promoting sustainable forms of employment and income for these population groups, whose traditional livelihoods (hunting and gathering, small-scale fishing) had become too precarious. The programme also aimed, through efforts to publicize the Indigenous and Tribal Peoples Convention, 1989 (No. 169), to promote the fundamental rights of these populations, in particular their right to acquire property and participate in national social and political life.

The participative approach adopted in the programme has made it possible to involve the target populations in the process of developing and implementing strategies for autonomous development, and this has contributed greatly to the success of the experiment:

- Pygmy communities have set up companies – cooperatives and other types – for agriculture, retailing, craft production, etc.;
- simplified procedures for issuing civil status documents and national identity cards to Pygmies have been established with the administrative authorities;
- certain Pygmy encampments have been promoted to the status of chieftainships, which gives them the right to own land;
- a Pygmy has been elected town councillor in local elections in Cameroon;
- a regional committee to promote Convention No. 169 is in the process of being established with the help of the ILO Subregional Office in Yaoundé, the relevant headquarters departments and the United Nations Sub-regional Centre for Human Rights and Democracy in Central Africa.

At the same time, these communities will need longer term support from the ILO until a sufficient number of enterprises are set up to generate a certain momentum for all the communities concerned. To that end, it is important to create synergies between ILO headquarters departments and the ILO subregional office.

Performance indicators	Targets	Outcomes
2c.2. ILO member States that apply the ILO approach to employment-intensive investment, particularly in post-crisis situations.	15 member States, of which six in crisis or post-crisis situations.	<p>The ILO's employment-intensive approach was applied in 44 member States or territories in 2002-03. Of these, 22 countries were in crisis or post-crisis situations.</p> <ul style="list-style-type: none"> ■ New programmes were developed in 14 countries: Afghanistan, Algeria, Angola, Argentina, Burundi, Cameroon, Central African Republic, Congo, Democratic Republic of the Congo, El Salvador, Rwanda, Solomon Islands, South Africa and Sri Lanka. ■ New components were added to existing programmes in 13 countries: Bolivia, Botswana, Ecuador, Ethiopia, Ghana, Indonesia, Lesotho, Madagascar, Nepal, Nicaragua, Papua New Guinea, Philippines and the United Republic of Tanzania. ■ Other existing programmes include 17 countries or territories: Cambodia, India, Lao People's Democratic Republic, Lebanon, Malawi, Mozambique, Namibia, Peru, Somalia, Sudan, Thailand, Democratic Republic of Timor-Leste, Togo, Uganda, Zambia and Zimbabwe and territories under the Palestinian Authority, five of which were in crisis or post-crisis situations. <p>New programmes were being developed in an additional 16 countries in 2002-03, including Benin, Burkina Faso, China, Côte d'Ivoire, Eritrea, Guinea, Iraq, Kenya, Mali, Mauritania, Pakistan, Senegal, Sierra Leone, Uruguay, Viet Nam and Yemen.</p> <p>In total the ILO has provided advice and assistance on employment-intensive investment to 60 member States/territories. These services include advice on policy development, infrastructure development strategies, elements of national PRSP programmes and a number of donor-funded public works projects in cooperation with the World Bank and others.</p> <p><i>(Related indicators in 2000-01 called for ILO constituents in five post-crisis member States to promote employment and for there to be additional employment investment</i></p>

Performance indicators	Targets	Outcomes
		<i>components in ten member States' programmes. The result was ten and 20 member States respectively.)</i>

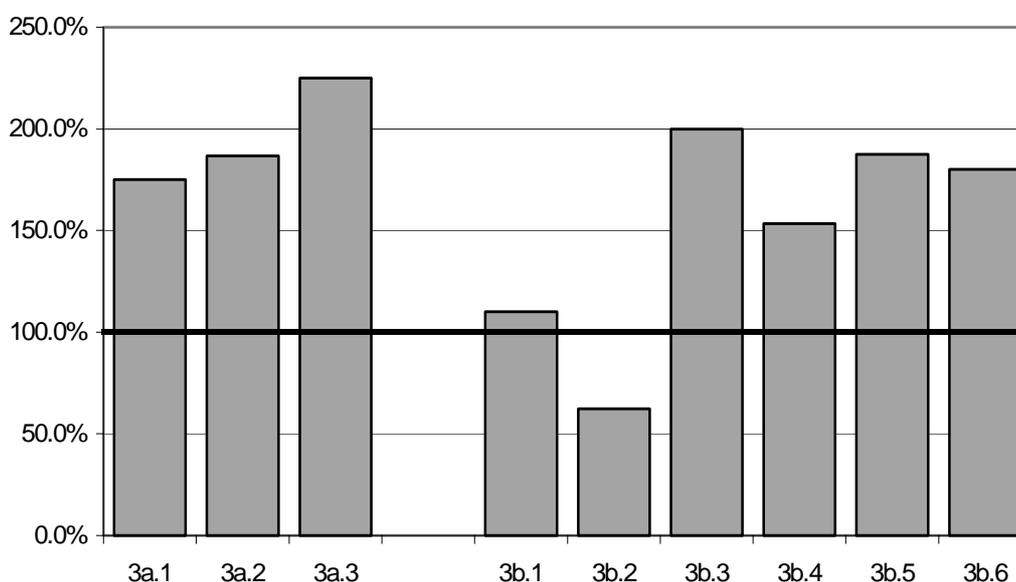
Observations: The target was greatly exceeded in terms of the number of countries applying ILO approaches to employment-intensive investment, both in policy programme development and in crisis interventions. Focused work during the biennium showed how decent work can be operationalized in the construction sector, and progress was made in improving access to public markets for employment-intensive enterprises and in introducing relevant labour standards into contract documents and procedures. A revised indicator has been introduced for 2004-05 with greater specificity on the types of approaches and sectors where impact is sought. The target remains 15. A new, stand-alone indicator for post-crisis reconstruction policies has also been introduced for 2004-05 to reflect the broader scope of ILO interventions in crisis contexts.

Women working out of poverty in South Africa

The ILO worked with the Roads Authority of Limpopo (South Africa) to build the capacity of the Authority to recruit and train road construction and rehabilitation contractors. To date, the Authority has rehabilitated 90 km of roads and created 266,818 workdays. Of the 54 contractors trained, 90 per cent are women. The Authority has retained all women trained in this new field of work for women in the area. The South African Government has acknowledged the success of the project (it was a runner-up in a construction awards competition), and the project approach is now being replicated and expanded as part of the Government's Expanded Public Works Programme.

Strategic Objective No. 3: Enhance the coverage and effectiveness of social protection for all

Percentage of targets reached: Social protection



57. Globalization, poverty and the spread of HIV/AIDS are among the many pressures on social protection systems worldwide, drawing increased attention to the fact that only one in five people has access to adequate social security. In addition, the capacity of many

governments to finance existing systems has been strained by changing demographics, the move to less formal working relationships and fiscal constraints.

- 58.** In 2002-03, global political priorities contributed towards the effectiveness of ILO work concerning social protection. The international development agenda to reduce poverty and combat HIV/AIDS as outlined in the MDGs provided greater opportunities to secure support for ILO strategies to extend social security to those not covered by existing systems and to introduce workplace programmes on the prevention of HIV/AIDS.
- 59.** Social protection issues were particularly important in the context of the fight against poverty and social exclusion. This resulted in the converging interests of constituents, donors and the ILO, and consensus on moving beyond traditional social security schemes. Tools and policy advice regarding innovative approaches to social security coverage were particularly relevant to constituents.

Assessing Argentina's public debt liabilities

Early in 2002, the Government of Argentina sought technical support from the ILO to evaluate the budgetary consequences of social sector spending in a crisis context. It was unclear what level of benefits could be maintained in view of the economic crisis, and the ILO was asked to advise the Government of the overall financial commitments for social transfers. In May 2003, the Government issued a white paper on social protection reforms. The ILO's inputs were reproduced in the report and became a factual basis for national dialogue on social protection. The ILO was effective in this instance because of its close collaboration with national policy-makers and officials. As a follow-up, the Government has requested an in-depth actuarial valuation of the pension system, which will form the technical basis for the formulation of longer term pension reform strategies.

- 60.** The demand for ILO assistance at the national level remained high and will probably increase with planned initiatives such as the Global Campaign on Social Security and Coverage for All. Economic crises – in Argentina, for example – and the ageing population of many member States increased requests for ILO assistance in the planning and management of pension reform and health insurance coverage. In addition, migration is high on the political agendas of almost every region and there has been considerable interest in how the ILO can assist member States with migration policy development. Similarly, the number of requests for assistance on wages has increased dramatically, particularly in the areas of minimum wage fixing, labour costs and productivity.

Highlights

- 61.** The launch of the Global Campaign on Social Security Coverage for All was a major landmark. The ILO is recognized as the only multilateral agency with an overall mandate on social security issues, particularly in the area of extending access to health care to workers and their families in the informal economy.
- 62.** The adoption by the Conference at its 91st Session of conclusions concerning ILO standards-related activities in the area of occupational safety and health (OSH) gives valuable impetus to future work in this area. A consolidated action plan was established, based on advocacy, the elaboration of ILO instruments to promote OSH in national agendas, technical assistance and cooperation, international collaboration, and improved knowledge development and dissemination.
- 63.** Another area of success was the ILO's contribution to global and regional discussions on migration. The ILO is now considered a strategic partner of the European Union, the Organisation for Economic Co-operation and Development (OECD), numerous African intergovernmental bodies, and United Nations and regional bodies in the Americas on

questions linking migration to integration, development, institutional capacity and poverty alleviation.

Strengthening integration and anti-discrimination policies to help migrant workers in Ireland

By the late 1990s, increasing employment-driven immigration to Ireland gave rise to discrimination and hostility in the workplace and elsewhere. The ILO was asked to assist the Government, social partners and civil society to establish guidelines and define procedures to facilitate integration and reduce discrimination against foreign workers. Their goal was to set proper approaches early on to prevent future polarization, inter-group conflict and loss of productivity – all results that had been experienced in other countries with similar immigration patterns. The ILO provided an international perspective, materials and orientation at key national policy forums in 2000 and 2002, together with active support to the leadership of concerned government agencies, social partner and civil society organizations. At the request of the Irish Equality Authority in 2003, the ILO prepared a draft action plan to shape trade union and business anti-discrimination and integration activity in 2004-05. The ILO's action-oriented approach and the materials derived from it for local businesses and union officials were widely disseminated during Irish Anti-Racism Week in November 2003. ILO officials have been invited for further consultations, and Irish social partners agreed to cooperate on a Europe-wide ILO project to disseminate examples of anti-discrimination practice and develop a regional social partners' forum on integration in 2004. While success is difficult to measure in immediate terms, a minimal incidence of racial violence and the rapid implementation of sanctions against discrimination to date are positive signs of initial impact of the work of the past three years.

- 64.** There was heightened global attention to the impact of HIV/AIDS and the need for more comprehensive responses. The workplace is widely recognized as offering a unique opportunity to address HIV/AIDS. Planned phases of the ILO's work in this area moved from awareness-raising to mobilizing the commitment and involvement of constituents. The next phase will include building institutional capacity for the development and implementation of policies. In southern Africa, subregional initiatives on HIV/AIDS have already resulted in the development of a framework to guide the implementation of workplace interventions.

Strategies

- 65.** The ILO's work on social protection has become increasingly more outward looking, moving from research to direct policy assistance, increasing collaboration within the Office, partnering with other organizations and institutions, and complementing technical research with the development of practical tools and awareness-raising materials. A major obstacle to policy formulation in the past has been the lack of consolidated data and reliable statistics – a global information base – on social protection. By building a network of partner institutions and a sound knowledge base through surveys and indexes, the groundwork has been laid for policy formulation, which will in turn lead to direct policy assistance in this area.
- 66.** Building partnerships and networks was a critical component in implementing strategies on social protection during the biennium. All technical units have established links with research and advisory institutions, employers' and workers' organizations, professional associations, non-governmental organizations and experts to assist in information collection and analysis, obtain feedback on technical issues and project plans, and share implementation of training and other project activities.
- 67.** The Global Social Trust pilot project is in an advanced stage of development for the financing and implementation of basic social protection programmes in developing countries through international solidarity. Collaboration with others maximized limited resources during the biennium, increased the ILO's visibility and deepened respect for the Office's technical work. The ILO is now considered a strategic partner of the European Union on migration and integration, of the OECD on migration and development, and of

the United Nations and various intergovernmental agencies in developing institutional capacities.

68. During the biennium, there was a change in strategy to recognize the importance of promoting the use of ILO tools and methodologies to improve working conditions in small-scale enterprises and the informal sector and of improving and updating these tools. After reducing the role of headquarters in this area for a number of years and leaving it to field-based specialists, it was decided that headquarters would take a more active role and work closely with the field in promoting and adapting existing tools and methodologies and in developing new ones. Particular attention will be paid to the development of approaches to improve the scale, impact and sustainability of work for better working conditions.
69. Gender equality issues now influence many social protection programmes. A key aspect of the programme on wages and incomes is promoting equal pay for work of equal value to encourage policies which redress the imbalance between men and women. Work on maternity protection, reconciling work and family, and working hours has highlighted the specific needs of women and men in the workforce and the need to adopt appropriate measures with respect to work arrangements and schedules. Technical cooperation projects were launched in the Lao People's Democratic Republic and Malaysia to extend social insurance to cover maternity benefits to both insured working women and the wives of insured working men. Recognition that women make up a large proportion of the labour force in agriculture has resulted in targeted activities to address their safety and health in the Dominican Republic, El Salvador, Guatemala, Honduras, Nicaragua and Panama. Efforts must continue to mainstream gender in all issues and programmes concerning social protection.

Lessons learned

70. Working jointly on projects and complementing departmental expertise facilitated more effective use of human and financial resources within the Office during the biennium. Such projects included the creation of a reporting system on the effectiveness and efficiency of social protection systems, a study on the impact of migration on national protection systems in the EU and a study on working conditions in future European Union Member States. While initial results to increase internal cooperation have been positive, more needs to be done to align with new and existing integrated frameworks and to work with new internal partners to advance social protection.
71. The value of national programmes as building blocks to ensure the effectiveness of ILO strategies was also clearly demonstrated during the biennium. National OSH programmes consolidated tripartite efforts in many countries. Social security provisions and needs were assessed in Honduras, Mali and Sri Lanka, and plans of action to reform or extend protection to the poor and the excluded are now in progress. Developing and implementing national programmes, however, requires a heavy investment in time and resources if sustainability and impact are to be achieved. Difficult choices about countries have to be made and the criteria for selection are not always straightforward.
72. Effective implementation of programmes during the biennium depended extensively on extra-budgetary resources. This included the development and implementation of national programmes to extend social protection to the excluded and the development of decent work indexes on socio-economic security and other surveys and indexes. The promotion of OSH standards, the development of national OSH programmes and the improvement of the global information base on socio-economic security were somewhat limited, pointing to the need for more strategic planning to increase effectiveness in this area in the next biennium. Areas to examine include the innovative linking of areas of work, such as the

inclusion of a child labour element in OSH activities, and stronger alignment of technical cooperation proposals with donor priorities by, for example, linking international labour migration with the impacts of globalization.

Micro health insurance for women and their families in Africa and Asia

In most developing countries, the vast majority of the population, particularly women and children, have no access to formal medical insurance schemes, and public authorities have inadequate means to extend social protection through public arrangements. The ILO has developed a range of innovative community-based schemes of social protection such as micro insurance that are being applied by a growing number of countries. While the ILO has managed technical cooperation project funds, its main contribution is in the area of technical advice and in collecting and further disseminating the most effective approaches and features. As of 2003, the ILO was working in partnership with national governments, social partners, international cooperation agencies and local community-based organizations and microfinance institutions in Bangladesh, Benin, Burkina Faso, Guinea and Senegal to start and expand micro health insurance schemes (MHIS) covering significant numbers of people.

	Number of beneficiaries		
	MHIS running in 2003	MHIS in start-up phase in 2003	Total projected
Bangladesh	50 000		50 000
Benin	3 100	5 000	8 100
Burkina Faso	3 500	72 000	75 500
Guinea	7 000	36 000	43 000
Senegal *	42 000	940 000	982 000
Total	105 600	1 053 000	1 158 600

* The start-up phase figures for Senegal include two local projects targeting 920,000 people in total.

The ILO's experience over the past four years shows that further support will be required to ensure the ongoing viability of MHIS, as they are still fragile, relatively new and lacking in technical and financial capacity. Additional assistance will focus on strengthening the capacities of the schemes' operators, unions or federations of MHIS and social dialogue and policy implementation processes among all actors (governments, social partners and civil society groups involved in health).

- 73.** Another important lesson from the biennium was that practical tools can be developed with the cooperation of local partners, even in a complex area such as combating discrimination against foreign workers. In collaboration with tripartite constituents in Ireland, orientation material and guidelines for action by enterprises and unions to combat discrimination were developed. Ensuring participation of local partner organizations as well as members and representatives of target groups in developing tools promoted project ownership and empowered people to improve their working conditions and cooperate with the organizations closest to them. Similar guidelines for other countries are now planned.

Operational objective 3a: Social security – Member States broaden the scope and the instruments of social security systems (including the informal sector and the working poor), improve and diversify benefits, strengthen governance and management, and develop policies to combat adverse effects of social and economic insecurity

Financial information will be provided in an annex to this report, distributed at the March session of the Governing Body as information is not available until then.

3a results:

Performance indicators	Targets	Outcomes
3a.1. Member States that adopt voluntary or public schemes, including improvement of existing social security schemes, to extend social security coverage to previously uncovered sections of their populations.	20 member States.	<p>35 member States.</p> <p>Most of these involve activities/outputs which relate both to public schemes (p) and voluntary schemes (v):</p> <p>Albania (p), Angola (p), Bangladesh (v), Benin (v), Burkina Faso (v), Cameroon (p), Cape Verde (p/v), China (p), Democratic Republic of the Congo (v), Egypt (p), Ethiopia (p/v), Gambia (v), Guatemala (v), Guinea (p/v), Guinea-Bissau (p/v), Haiti (v), Honduras (p/v), India (v), Indonesia (p/v), Lao People's Democratic Republic (p), Mali (p/v), Mauritania (p), Mozambique (p/v), Namibia (p), Nepal (p/v), Peru (v), Philippines (p/v), Sao Tome and Principe (p/v), Senegal (v), Sierra Leone (p), South Africa (p), Sri Lanka (p/v), Sudan (p), Thailand (p/v) and the United Republic of Tanzania (v).</p> <p>Examples:</p> <ul style="list-style-type: none"> ■ South Africa – Coverage through the Unemployment Insurance Fund has been extended to domestic workers and gardeners. ■ Bangladesh – A technical cooperation project, “Women’s Empowerment through Employment and Health”, will facilitate increased access to viable health care systems through micro health insurance. ■ Indonesia – The social security programme for workers (JAMSOSTEK) has begun to extend coverage to the informal sector economy. Extended coverage will include pension, employment injury and death benefits. The JAMSOSTEK programme is in line with the recommendations of the project “Restructuring the Social Security System”, completed in December 2002. <p><i>(A related indicator for 2000-01 targeted 15 member States for extending social security and reported results in 13.)</i></p>
3a.2. Member States that initiate actions to improve the financial architecture and governance of their national social security schemes and systems.	15 member States.	<p>28 member States: Argentina, Benin, Burkina Faso, Cameroon, Chile, China, Cyprus, Dominica, Gabon, Ghana, Guinea, Guyana, India, Indonesia, Kuwait, Lebanon, Madagascar, Malaysia, Mauritania, Namibia, Niger, Panama, Sri Lanka, Saint Lucia, Thailand, United Republic of Tanzania, Viet Nam and Yemen.</p> <p>Examples:</p> <ul style="list-style-type: none"> ■ Argentina – A social budget analysis helped the Government to establish its financial obligations to the social protection system in a crisis environment and to

Performance indicators	Targets	Outcomes
		<p>formulate reform policies, such as the “White Book on Social Protection Reform”.</p> <ul style="list-style-type: none"> ■ Cyprus – An actuarial valuation and the results of a subsequent mission to develop and analyse potential reform options for the pension scheme is now the basis for consultations at cabinet level and with the social partners. ■ Ghana – A TC-RAM project supports the implementation of the new national health insurance legislation through advice on the financing of care for the indigent, the establishment of a national implementation plan and advice on the financing system and national health budgeting in general. <p><i>(The 2000-01 target for a closely similar indicator was ten member States; the result was 20 member States and two other entities.)</i></p>
3a.3. Member States where data are generated and used to develop strategies and policies to combat economic and social insecurity.	12 member States.	<p>27 member States.</p> <p>Data on social and economic security were generated and policy papers were prepared as proposals for policy-makers: Algeria, Barbados, Burkina Faso, Burundi, Democratic Republic of the Congo, Costa Rica, Côte d'Ivoire, Ecuador, Ethiopia, Fiji, Ghana, Guatemala, Guinea-Bissau, Kiribati, Lebanon, Mauritania, Mauritius, Morocco, Nigeria, Rwanda, Senegal, Sierra Leone, Saint Kitts and Nevis, Saint Vincent and the Grenadines, United Republic of Tanzania, Venezuela and Zimbabwe.</p> <p><i>(A similar indicator in 2000-01 targeted 12 member States, and the result was 16.)</i></p>

Observations: The 2002-03 indicators and targets for this area have been further refined for 2004-05 but the basic structure has been retained. The demand for technical assistance remained high during the biennium, especially for advisory services, actuarial and financial advice, policy review, and technical cooperation to extend the social security coverage and to reform the financial architecture and governance of national security schemes. With respect to 3a.1, the new tripartite consensus on social security provided a new opportunity to assist member States, but responding to requests for assistance relied extensively on extra-budgetary resources. With respect to 3a.3, data generated on socio-economic security facilitated policy formulation in several countries and laid the foundation for sound policy responses in others. In the apparent absence of reliable and consolidated data on social and economic insecurity in many member States, the first step towards policy and strategy development was data collection and analysis, including the establishment of databases. Institutional capacity for collecting reliable data and maintaining databases was established in the countries cited. On the basis of analysed data and policy papers presented by 17 African countries at the Technical Consultation in Dar es Salaam (May 2002), guidelines for policy and strategies for structuring social protection systems in Africa were proposed.

Operational objective 3b: Working conditions – ILO constituents target and take effective action to improve safety and health and conditions of work, with special attention to the most hazardous conditions at the workplace

Financial information will be provided in an annex to this report, distributed at the March session of the Governing Body as information is not available until then.

3b results:

Performance indicators	Targets	Outcomes
3b.1. Member States in which constituents strengthen their occupational safety and health capacity through ratification and application of ILO standards, and the implementation of codes and guides, as well as information and statistical tools and methods on safety and health.	40 member States.	<p>44 member States.</p> <p>13 member States ratified 20 OSH-related Conventions: Albania (Nos. 174 and 176), Antigua and Barbuda (Nos. 155 and 161), China (No. 167), Egypt (No. 129), Finland (No. 184), Italy (Nos. 167 and 170), Republic of Korea (No. 170), Liberia (No. 181), Portugal (No. 174), Republic of Moldova (No. 184), Slovakia (No. 184), South Africa (No. 155) and Zimbabwe (Nos. 155, 161, 162, 174 and 176).</p> <p>20 member States used ILO codes of practice and other tools and documents for the revision and creation of national OSH legislation: the Andean Community (Bolivia, Colombia, Ecuador, Peru and Venezuela – Andean Instrument on OSH), Bulgaria, Czech Republic, Egypt, Georgia, Guyana, Kazakhstan, Lebanon, Mauritius, Morocco, Serbia, South Africa, Saint Lucia, Syrian Arab Republic, United Republic of Tanzania and Uzbekistan.</p> <p>Three member States used ILO OSH management system guidelines (ILO-MS 2001) to develop national OSH-MS guidelines: China, Germany and Mexico.</p> <p>Eight member States promoted ILO OSH guides, statistical tools and methodology to build national OSH capacity: Albania, Bosnia and Herzegovina, Bulgaria, China, Czech Republic, Poland, Romania and Viet Nam.</p> <p>Six member States established an ILO/CIS information centre for OSH: Antigua and Barbuda, Canada, Costa Rica, Gabon, Islamic Republic of Iran and Ukraine.</p> <p>Three member States undertook major reforms of their labour inspectorates, modernizing their functions and inspection methods: Luxembourg, Bulgaria and Viet Nam.</p> <p><i>(There were a number of somewhat different indicators and targets for health and safety issues in 2000-01. The target for an indicator on adoption of codes of practice was 20 member States, and the result was 28 plus the European Parliament.)</i></p>
3b.2. Member States in which national programmes of action are launched for selected industries and hazardous agents.	Eight member States.	<p>Five member States.</p> <p>Australia – A national OSH strategy for 2002-12 that includes detailed targets was launched after a tripartite adoption process; the strategy will be followed by action plans and regulatory reforms.</p> <p>Bangladesh – The ILO/UNDP project on safe, hygienic and environment-friendly ship-breaking to train ship-breakers was launched.</p> <p>Benin – A national programme on OSH and operational action plans were established.</p> <p>Burkina Faso – A national OSH policy and action plan was adopted and established.</p> <p>Republic of Moldova – A national programme on safety and health in agriculture was launched, stemming from ratification of the Safety and Health in Agriculture Convention, 2001 (No. 184), and ILO funding to promote social dialogue through OSH in agriculture.</p>

Performance indicators	Targets	Outcomes
		<i>(The 2000-01 target for a similar indicator was eight member States, the result eight.)</i>
3b.3. Member States in which local institutions are using ILO tools and methodologies to improve working conditions in small-scale enterprises and the informal sector.	Eight member States.	<p>16 member States.</p> <p>Institutions in 13 member States are applying Work Improvements for Small Enterprises (WISE) methodology or adaptations of this for rural and homeworkers: Argentina, Benin, Bulgaria, Cambodia, Chile, Colombia, Haiti, Japan, Lao People's Democratic Republic, Mongolia, Thailand, Tunisia and Viet Nam.</p> <p>Bangladesh – A technical cooperation project, "Partnership Approach to Improving Labour Relations and Working Conditions in the Bangladesh Garment Industry", has developed training manuals that are being used by focal institutions to continuously improve the working conditions in garment industries.</p> <p>Indonesia – Indonesia Business Links is using ILO technical support for a joint pilot action programme for small and medium-sized enterprises (SMEs) in the leather industry. Local and district governments, SME councils and NGO partners have been trained in the use of ILO tools and methodologies for improving working conditions in SMEs and the informal sector.</p> <p>Lithuania – An employers' organization is using the <i>Training manual on safety, health and working conditions</i>, jointly produced by the ILO and the Swedish Joint Industrial Safety Council, including its discussion leaders' guide and checklist to raise employers' ability to identify hazards and implement better working practices.</p> <p><i>(The 2000-01 target was six member States, the result six.)</i></p>
3b.4. Member States that ratify and apply ILO standards on work and family, maternity protection, and working time, and in which relevant data on these issues are generated and used in policy formulation.	15 member States.	<p>23 member States.</p> <p>Nine member States ratified ILO Conventions: Albania (No. 177), Belgium (No. 132), Brazil (No. 171), Lithuania (No. 183), Luxembourg (No. 172), Netherlands (No. 177), Romania (No. 183), Slovakia (Nos. 156 and 171) and Sweden (No. 175).</p> <p>14 member States generated data for policy formulation on working time, and work and family: Brazil, Chile, China, Cyprus, Czech Republic, Hungary, Jamaica, Japan, Kenya, Republic of Korea, Mauritius, Mexico, Peru, and Russian Federation.</p> <p><i>(The 2000-01 target for an indicator in the same area was ten member States generating data on maternity protection and other issues, and using this in policy formulation; the result was four.)</i></p>
3b.5. Member States that establish policies and programmes for equal treatment of women and men migrants and against their trafficking.	Eight member States.	<p>15 member States: Albania, Bahrain, Belgium, Chile, Ireland, Republic of Korea, Mauritius, Mongolia, Nepal, Thailand and the Andean Community (Bolivia, Colombia, Ecuador, Peru, Venezuela).</p> <p>Examples include:</p> <p>Belgium – In early 2003, Parliament adopted national legislation influenced by the ILO report on discrimination in Belgium.</p>

Performance indicators	Targets	Outcomes
3b.6. Member States that have incorporated world of work component and workplace initiatives, involving ILO tripartite constituents, into their national action plans to combat HIV/AIDS.	20 member States.	<p>Chile – The Government has submitted a new bill to Parliament on migration policy, for which it sought the views and recommendations of the ILO.</p> <p>Republic of Korea – The Government has adopted a new law providing for temporary admission and employment of foreign workers, prompted and assisted by ILO reports and advice.</p> <p><i>(In 2000-01, there were two indicators in this area: one with a target of three member States launching programmes where the result was seven and the other with a target of five for member States with new legislation, targeting five and achieving five.)</i></p> <p>37 member States: Antigua and Barbuda, Bahamas, Barbados, Botswana, Brazil, Burkina Faso, Cambodia, Dominica, Egypt, Ethiopia, Ghana, Guyana, India, Indonesia, Jamaica, Lesotho, Malawi, Malaysia, Mozambique, Namibia, Nepal, Papua New Guinea, Philippines, Saint Kitts and Nevis, Saint Lucia, Senegal, Singapore, South Africa, Swaziland, United Republic of Tanzania, Thailand, Trinidad and Tobago, Uganda, Ukraine, Viet Nam, Zambia and Zimbabwe.</p> <p>Southern Africa: Short- and medium-term action plans were produced to address the subregional issues of HIV/AIDS in the transport sector in eight member States. HIV/AIDS issues in the informal sector were addressed in four member States. Relevant policy, legislation and socio-economic surveys were undertaken in ten member States with a view to developing national action plans.</p> <p>Caribbean: In May 2002, ILO constituents in the 15 Caribbean countries adopted a <i>Platform of Action on HIV/AIDS and the world of work in the Caribbean</i>. Follow-up action included, for example, a <i>Memorandum of Understanding on HIV/AIDS</i> signed in June 2003 by the Jamaica Employers' Federation (JEF) and Jamaica Confederation of Trade Unions (JCTU).</p> <p>The Pacific Islands Forum Secretariat adopted a workplace policy on HIV/AIDS in May 2003 based on the ILO code of practice.</p> <p><i>(The 2000-01 target for a related but less specific indicator was ten member States; the result was ten.)</i></p>

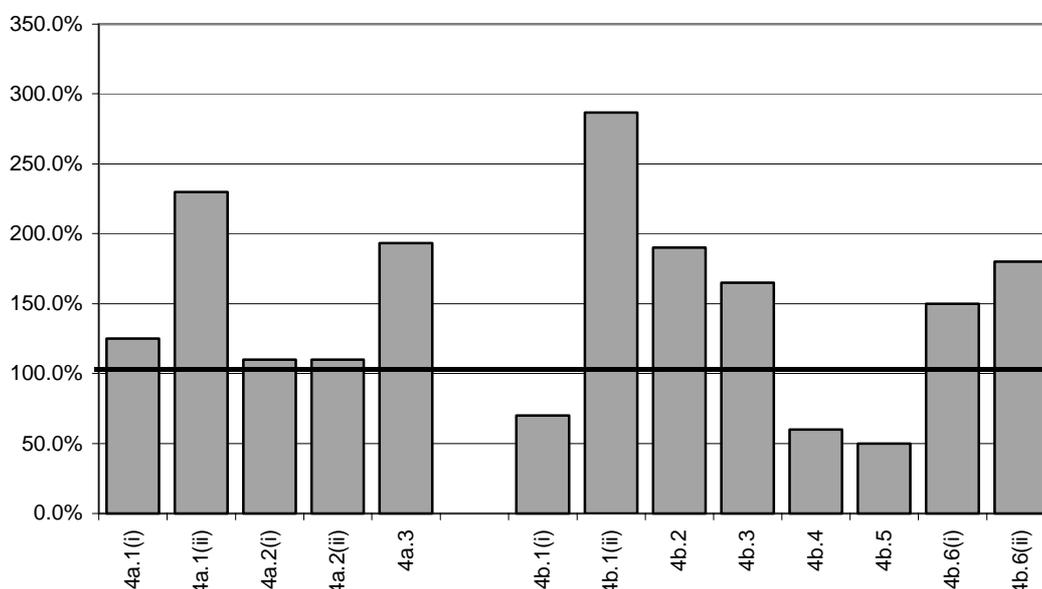
Observations: The indicators and targets for 2004-05 have been further refined, with a single indicator now for each of the four major areas under the new heading Labour protection: OSH, terms and conditions of employment, migrants and HIV/AIDS. This provides more specific measures for the ILO's activities concerning working conditions.

Bringing HIV/AIDS into legislation supporting regional integration in Africa

The 16 member States of the Organisation for the Harmonisation of Business Law in Africa (OHADA) ¹ began work towards a common Act on labour law (Acte uniforme en droit du travail) in 1999. This common legislation will have a significant impact on workers and employers. Given the impact of HIV/AIDS on the world of work, the ILO worked to sensitize the OHADA Commission of Experts on the benefits of integrating provisions protecting the rights of workers infected and affected by HIV/AIDS in the future Act through inputs to the Commission's meeting in February 2002. By early 2003, the draft Act contained provisions on HIV/AIDS, and the ILO was asked to make comments on the draft Unified Act in April 2003. Using the ILO code of practice on HIV/AIDS and the world of work as a reference, a number of suggestions for improvement were incorporated in the final Act, which is now being reviewed by the relevant countries for adoption.

¹ Benin, Burkina Faso, Cameroon, Central African Republic, Chad, Comoros, Congo, Côte d'Ivoire, Gabon, Guinea, Guinea-Bissau, Equatorial Guinea, Mali, Niger, Senegal and Togo.

Percentage of targets reached: Social dialogue



Strategic Objective No. 4: Strengthen tripartism and social dialogue

- 74.** Social dialogue is a critical tool in the development and implementation of the Decent Work Agenda. In order to fully realize its potential, attention must be paid to the necessary building blocks of effective dialogue – the capacity of the social partners and governments as well as the development and nurturing of the institutions that allow for such dialogue at different levels. Together, these can provide an enabling environment for an effective voice on matters of economic and social concern to ILO constituents.
- 75.** The challenges of realizing the potential for social dialogue are well recognized: the lack of capacity of workers' and employers' organizations to participate meaningfully in the debate at all levels; the relative weakness of government ministries to engage effectively; outdated laws; and the lack of government-sanctioned structures in which the processes of

social dialogue can occur. Compounding these challenges are the new environment and actors introduced by globalization.

- 76.** The work of the Office during the biennium was designed to address these obstacles. Of primary importance was the work undertaken to implement the follow-up to the 2002 Conference resolution concerning tripartism and social dialogue. The Office launched a systematic effort to collect information in order to comprehensively understand the current state of tripartism and social dialogue – the strengths, the weaknesses and the gaps. The responses indicated both the need for significant work to be done and opportunities for greater progress. This analysis will lay the groundwork for implementing the plan of action to be established at both national and global levels in the next biennium, with the primary goal being to demonstrate the value added of social dialogue as the tool to address the substantive issues faced by the ILO's tripartite constituents.

Highlights

- 77.** One area of priority was deepening the capacity of the tripartite constituents to engage in new and innovative areas. The work on PRSPs is a prime example that has produced encouraging results. It had become clear that employers and workers – and often the labour ministries – were not participating in this important anti-poverty process. By first providing focused technical assistance to these groups on PRSPs and then working on tripartite involvement, their participation has increased in a number of member States. In addition the content of the plans has begun to reflect issues of concern to constituents, including employment and gender equality.
- 78.** Social dialogue was instrumental in many countries on a wide variety of issues, such as employment policy development, industrial restructuring, privatization, strengthening labour administration, labour law reform and new mechanisms for labour dispute prevention and resolution. For example, social dialogue was instrumental in assisting the Central and Eastern European countries in the social and economic reforms undertaken to join the European Union. Work continues with these member States as they strive to improve their institutions and processes of social dialogue and to reform their labour laws to balance flexibility and security. Significant progress was also made, particularly in southern Africa, in establishing and implementing dispute resolution processes, a necessary precondition for labour market stability and broader social peace and prosperity.
- 79.** The biennium included several important standards-related items of work. At its 91st Session in June 2003, the International Labour Conference adopted conclusions and recommendations concerning the scope of the employment relationship.⁶ The Conference adopted conclusions that pave the way for further action by the ILO, including the possibility of a future instrument to clarify employment status where the employment relationship is disguised and an ILO programme of research and technical cooperation on a variety of issues.
- 80.** At the same session, the Conference adopted on an emergency basis the Seafarers' Identity Documents Convention (Revised), 2003 (No. 185). This important achievement, in the wake of 11 September 2001, found consensus on a balance between the protection of rights for seafarers, national security interests and maritime commerce, demonstrating the ability of the ILO to address relevant and pressing issues in a timely manner.

⁶ ILO: *The scope of the employment relationship*, Report V, International Labour Conference, 91st Session, Geneva, 2003.

81. In addition, considerable advances were made on the consolidation of more than 60 maritime instruments into a single, simplified instrument. The consideration and adoption of this innovative instrument by the International Labour Conference is scheduled for 2005.

Employers' organizations

82. Effective employers' organizations are a necessary component of support to the ILO's efforts in any country. As a result, capacity-building continues to be an important tool to strengthen employers' organizations. With increasing globalization, the focus on priority services for employers has included the enhancement of enterprise-level and national competitiveness regarding workplace relations, productivity, corporate social responsibility, and human resources development at all levels.
83. The PRSP process has been a particular challenge because it addresses poverty, an important issue in society on which employers still need to work to define and promote their agenda. The informal economy was highlighted as a particular issue on which more employers' organizations need to focus. Following discussion by employers on the International Labour Conference resolution concerning decent work and the informal economy, both in Geneva and in the field, a joint proposal with workers was developed for funding from the 2000-01 surplus, which focuses on assisting both workers and employers to develop services geared to the informal economy. The Global Compact has also been a focus of the employers' programme in terms of raising employers' organizations' awareness of the Compact and implementation of its labour principles by member enterprises.
84. In 2002, a strategy on technical cooperation setting general parameters and priority themes for action was developed. This strategy is being used in tandem with ongoing discussions and negotiation with employers' organizations in order to develop programmes that ensure employers' ownership and commitment. Programmes are focused on the development prospects of employers' organizations reflecting their own needs and possibilities for action. A continuing challenge is ensuring that priorities identified by employers' organizations are not diluted by focusing on less critical issues.
85. Following the adoption of the technical cooperation strategy, there was increased emphasis on taking a strategic approach to achieving institutional development. The need for employers' organizations to have professional staff continued to be emphasized, and this had an impact in some countries. It may be necessary in some regions to expand work beyond the central employers' organizations to the member associations and federations in order to make more productive use of ILO resources. Impact can be diluted if too many issues are addressed with every organization. Themes are therefore being developed in order to improve the cohesiveness of programmes and impact at the national level. In addition, an integrated evaluation strategy is now part of the approach of the Bureau for Employers' Activities. Evaluations have also been undertaken to assess the impact of technical activities on a thematic or geographical basis to improve project design and implementation.

**Expanding the representation of employers' organizations to businesswomen
in the Syrian Arab Republic, Qatar and Oman**

In all three countries, the ILO is providing support to national employers' associations to include and better support female employers and entrepreneurs. In each country, the opportunities were somewhat different: the ILO was able to link outreach to women as part of the "Omanization" priority for the Oman Chamber of Commerce and Industry; in the Syrian Arab Republic, the employers' organization has a businesswomen's committee which needed assistance with strategic planning; and in Qatar there was interest in providing services to promote women's entrepreneurship. There is progress in all three countries in terms of recognizing women employers and entrepreneurs as a source of new membership and support for the employers' organizations, although progress is somewhat slower than hoped due to management changes and lack of funding for specific projects in the Syrian Arab Republic and Qatar. However, interest remains strong, and in Oman there has been growing recognition that Omani women are an important force in the development of the economy.

Workers' organizations

- 86.** The Bureau for Workers' Activities focused its work on poverty reduction and rights-based development, decent employment and social protection. This was instrumental in raising the capacity of trade unions to influence economic and social agendas. In the PRSP process, unions are now demanding the right to be consulted in the design and implementation of social and economic frameworks.
- 87.** More workers' organizations adopted and implemented strategic planning and used social dialogue as a cross-cutting tool for achieving their objectives. Information and communication technology and distance learning were added value features in workers' education programmes to distribute information on world of work issues. The incorporation of a gender dimension in all activities fostered the mainstreaming of gender and equality issues in workers' organizations.
- 88.** A strategy for technical cooperation engaging both regular budget and extra-budgetary resources in an integrated way was implemented during the biennium. This consolidated a broad-based strategy with special emphasis on strengthening the capacity of workers' organizations as relevant and effective social partners for tripartism and social dialogue. The framework resulted in the more efficient use of resources for new and improved services, such as workers' cooperatives. Greater complementarity was achieved in determining operational priorities on labour standards in the Bureau's collaboration with national and international trade union organizations and industrial federations.
- 89.** This more coherent and strategic approach contributed to the achievement of significant results. Trade unions strengthened their representation, financial viability and outreach to the informal economy, making progress towards independent union structures and organizing informal economy workers, for example. Trade unions also started providing new services to vulnerable groups, which allowed trade unions to effectively approach authorities with specific claims for workers' rights improvement. Child labour projects expanded to new regions (Central and Eastern Europe and Latin America). A symposium on decent work in agriculture focused on concrete deficits and obstacles, and identified strategies to promote the ILO mandate in the context of rapid globalization of agriculture, putting a special emphasis on OSH and employment conditions.

Building the capacities of trade unions to participate in the development of national economic and social policies in Ethiopia and Ghana

In many countries, trade unions are rarely consulted in the formulation and implementation of social and economic policies. This lack of participation means that many issues of concern to workers are covered marginally or not at all. The ILO's long-term objective of building the capacity of trade unions to participate effectively in policy-making processes can be illustrated with recent results in Ethiopia and Ghana. Following capacity-building programmes provided by the ILO, these organizations are now demanding the right to be consulted in the design and implementation of all future social and economic frameworks. In Ethiopia, the trade unions have set up a task force to prepare a position paper outlining the concerns of the trade unions in the Poverty Reduction Strategy Paper (PRSP) currently under development. The ILO's support has been successful in terms of the specific outcome and has also assisted trade unions in both countries to build better links with other key civil society groups.

Strategies

- 90.** Priorities for the biennium centred on strategies designed to help strengthen legal frameworks, institutions and processes for social dialogue and to build more representative, influential and effective employers' and workers' organizations, and to strengthen knowledge on labour and social issues. Continued emphasis on strategic planning provided a reference framework for interventions, and there was increased understanding, acceptance and adoption of this approach by the social partners.
- 91.** The creation of trust and a sense of ownership by the constituents is extremely important. Proper consultation, particularly at the early stages, is a critical element of this ownership. Although laying this foundation can be challenging, particularly in countries where there is no history or culture of social dialogue, it is necessary to ensure buy-in and is indispensable to successful implementation. The momentum provided by the ongoing work on the consolidation of the maritime instruments, for example, demonstrates the potential of building ownership.
- 92.** The creation of the InFocus Programme on Social Dialogue, Labour Law and Labour Administration in 2002 amalgamated these three substantive components, thereby strengthening all three and providing a more integrated service to constituents.

Improved training for senior labour administration officials in French-speaking Africa

In order to improve the functioning of labour administrations in French-speaking Africa, the ILO has undertaken efforts to raise awareness among secretaries of state or department heads in ministries responsible for labour administration in the member countries of CRADAT (African Regional Centre for Labour Administration)¹ of the importance of their mandate and to provide them with the tools they need for better management.

To that end, the InFocus Programme on Social Dialogue (IFP/DIALOGUE) has organized seminars in the region focusing on:

- the importance of human resources and communications in a ministry. Following this event, a higher specialized diploma in human resources was established by the CRADAT and launched in March 2003;
- development of employment and labour policies, strategic planning as a method of implementing policies, and application of the Labour Administration Convention, 1978 (No. 150);
- management tools adapted to the requirements of labour administrations.

Action by IFP/DIALOGUE has strengthened the position of labour administration managers in ministries and improved their management skills.

¹ There are 18 members of CRADAT, namely: Benin, Burkina Faso, Burundi, Cameroon, Central African Republic, Chad, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Djibouti, Gabon, Guinea, Mali, Mauritania, Niger, Rwanda, Senegal and Togo.

- 93.** Following extensive consultation and review, the Governing Body approved a major change in the approach to sector-specific work. In an effort to improve flexibility, maximize impact and better operationalize the Decent Work Agenda through sectoral social dialogue, the new approach will move away from a meetings-only approach to one that is tailored to the needs and potentials of each sector, including the important introduction of action programmes.
- 94.** Considerable effort was made to increase the network of ILO partners in sectoral activities. An emphasis was put on close work and collaboration with the international financial institutions, particularly the World Bank, in the development of the PRSP work. Significant collaboration was also undertaken with the International Maritime Organization and the International Civil Aviation Organization to assist in the work on seafarers' identification, port security and the consolidation of the maritime instruments. Work with the European Union deepened, including the strengthening of sectoral social dialogue and addressing issues such as wage policies, employment policies, ageing and equality.
- 95.** A particular emphasis was placed on improved coordination and cooperation in technical assistance projects in order to improve project design, share lessons learned from project implementation and evaluation, and increase delivery. Strategic work planning maximized the use of technical cooperation projects to complement and enhance the work under the regular budget.
- 96.** A social dialogue database was launched on a pilot basis, and research began on issues such as social dialogue and productivity. A "one-stop window" web portal was launched to enable sector-specific users to access all relevant ILO material on a particular sector, such as reports, standards, codes of practice, guidelines and handbooks as well as links to external sources of information.

Lessons learned

- 97.** The work on the follow-up to the Conference resolution concerning tripartism and social dialogue indicates that there is considerable work to be done in order to fully realize the potential of social dialogue. For example, there is a perception that the ILO has placed too great a reliance on the form and processes of social dialogue, rather than fully utilizing it as a core tool for policy formulation and implementation. It is important to demonstrate the value added of social dialogue in addressing and resolving substantive issues in order to avoid its marginalization. Despite this, however, there is clearly strong support at the national level to more fully utilize the consensus-building mechanism that social dialogue offers.
- 98.** In order for the follow-up to the resolution to be effective, assistance must be focused, objectives clear and targets measurable. Building upon the lessons learned from this biennium, the follow-up plan will have both national and global components. Particularly at the national level, it will build on work already under way, such as decent work pilot programmes and PRSPs, seeking not only to support the social dialogue mechanisms, but to utilize them to address national priorities.
- 99.** The ILO's work in assisting constituents in the development of PRSPs produced encouraging results. In a number of countries throughout the regions, workers' and employers' organizations, as well as ministries that had been consistently sidelined in the process, are now starting to engage, positively affecting the content of these plans. Much work remains, however, and contacts with the international financial institutions which have been built at the national level will need to continue in order to ensure the sustained involvement of the ILO's constituents in the process.

100. The Conference discussion and resolution concerning the informal economy pointed out the difficulties in effectively engaging this large part of the workforce, noting that new ways of thinking are required. Resources in the next biennium will be devoted to extending workers' and employers' organizations to include the informal economy. New strategies are being developed to assist labour and social ministries to modernize their services in a coherent way, including the capacity to respond to the needs of the informal economy.

101. In short, the guiding focus for the next biennium will be the follow-up to the resolution. Building upon the work and lessons learned from this biennium, efforts will be targeted not only at building capacity and processes but, most importantly, directed towards using social dialogue to address and resolve substantive issues and to operationalizing the Decent Work Agenda at the national level.

Operational objective 4a: Social partners – The representation, services and influence of the social partners are strengthened

Financial information will be provided in an annex to this report, distributed at the March session of the Governing Body as information is not available until then.

4a results:

Performance indicators	Targets	Outcomes
4a.1. Employers' or workers' organizations that provide new or improved services to their members or strengthen their capacity to provide such services.	(i) Employers' organizations in 20 member States;	Employers' organizations in 25 member States delivered new or improved services in the following five areas: <ul style="list-style-type: none"> ■ HIV/AIDS services – Cameroon (enterprise-level action plans on HIV/AIDS); Jamaica (a Memorandum of Understanding with trade unions to conduct training and education both jointly and individually on HIV/AIDS prevention at the workplace); Nepal and Zambia (codes of conduct on HIV/AIDS at the workplace). ■ OSH services – Barbados (staff recruitment, publications and guidelines on OSH for members); Bolivia (a new OSH advisory service); Dominican Republic (promotional programme and training courses in OSH); Niger (new OSH advisory services); Swaziland (courses on OSH). ■ Training Services – Central Africa (UNIPACE (Union of Central African Employers) created a subregional training centre); El Salvador (permanent programme for training of employer leaders); Nepal (new training services); Viet Nam (capacity acquired to train in labour principles of the Global Compact). ■ Industrial relations/labour relations services – Colombia (new advisory service in labour relations); Indonesia (new industrial relations services centre); Russian Federation (an analytical centre to promote social dialogue and establish a new pattern of labour relations). ■ HRD and other services – Guatemala (enterprise communications service); India (new information product on innovative compensation practices); Malaysia (new capacity to provide benchmarking services in HRD); Mexico (improved executive development services to member federations);

Performance indicators	Targets	Outcomes
		<p>Philippines (Corporate Social Responsibility Division established focusing on the Global Compact, equal employment opportunity practices and HIV/AIDS); Uganda (promoting the importance of good practices in human resources management, including collective bargaining and dispute settlement).</p> <p>During 2002-03, the ILO provided assistance in this area to employers' organizations in the following 53 member States and other areas: Bangladesh, Barbados, Bolivia, Bulgaria, Cambodia, Cameroon, Colombia, Comoros, Côte d'Ivoire, Croatia, Dominican Republic, Egypt, El Salvador, Eritrea, Ethiopia, Fiji, Gambia, Ghana, Guatemala, Guinea-Bissau, India, Indonesia, Islamic Republic of Iran, Jamaica, Kiribati, Kuwait, Madagascar, Malaysia, Mali, Mexico, Nepal, Niger, Oman, Papua New Guinea, Philippines, Qatar, Russian Federation, Saudi Arabia, Solomon Islands, Swaziland, Uganda, United Arab Emirates, United Republic of Tanzania, Viet Nam, Yemen, Zambia, Zimbabwe, as well as the Union of Central African Employers covering five countries, and territories under the Palestinian Authority. <i>(The 2000-01 target was 20 and the result more than 40, for a slightly different indicator.)</i></p>
	(ii) Workers' organizations in 30 countries.	<p>New or improved services were delivered by workers' organizations in six different areas in a total of 69 member States and other countries:</p> <ul style="list-style-type: none"> ■ General workers' education – Bangladesh, Cambodia, Chile, China, Eritrea, Ghana, India, Mozambique, Pakistan, Peru, Thailand, Trinidad and Tobago, Viet Nam and Zimbabwe (national centres, strategic planning and systematic workers' education programmes); Belarus (an independent trade union newspaper); Eastern and Central Europe, and Latin America (distance-learning education programmes through the Turin Centre); Venezuela (web site and long-distance learning to affiliates); and globally (the Global Labour University pilot phase); ■ Standards and fundamental principles and rights at work – Bahrain, Brazil, Bulgaria, Costa Rica, Egypt, Jordan, Mexico, Nicaragua, Peru, Romania, Senegal, Serbia and Montenegro, Sudan, Syrian Arab Republic, Venezuela and Yemen (national trade union training schemes on ILO Declaration and core Conventions); Bahrain, Lebanon, the Palestinian Authority and Yemen (amendments to the Labour Code based on Conventions Nos. 87 and 98 drafted by trade unions); Cambodia, China, Indonesia, Malaysia, Uganda and Yemen (increased numbers of collective agreements with trade unions); Cambodia, Colombia, Costa Rica, El Salvador, Guatemala, Malaysia, Nicaragua and Senegal (structures to promote and monitor the Declaration and violations of Conventions Nos. 87 and 98, leading to an increase in number and quality of complaints to the Freedom of Association Committee); Costa Rica (an agreement on ethical trade between banana workers and Norwegian employers). ■ Child labour – Benin, Botswana, Burkina Faso, Costa Rica, Côte d'Ivoire, Egypt, Ghana, Guinea,

Performance indicators	Targets	Outcomes
		<p>Honduras, Lesotho, Malawi, Nigeria, South Africa, Swaziland, Togo, Zambia, Zimbabwe (adoption of policies and action plans on combating child labour); Cambodia (a collective agreement in a rubber plantation providing families with rice for each child sent to school); Croatia, Islamic Republic of Iran, India, Kyrgyzstan, Philippines and Senegal (action plans and training programmes to combat child labour); South Africa (six local agreements called "Make Your Farm a Child Labour Free Zone" signed by commercial agricultural employers with trade union organizations).</p> <ul style="list-style-type: none"> ■ Employment services – Grenada, Hungary, Russian Federation and Thailand (development of knowledge bases on the social and economic impact of new trade and economic policies to inform members); India (establishment of 41 village self-help groups by rural women to address local development issues such as electricity and drinking-water supply and mutual financial assistance); Kuwait, Republic of Moldova, Serbia and Montenegro, Syrian Arab Republic and Trinidad and Tobago (trade union action plans on globalization, privatization and the informal economy). ■ Social protection services – Algeria, Bangladesh, Belize, Democratic Republic of the Congo, Guinea, Mali, Mauritania, Senegal and Trinidad and Tobago (raised trade union awareness on OSH and HIV/AIDS in the workplace); Dominican Republic, Guatemala, Honduras and Republic of Moldova (development of specific training materials for the promotion of Convention No. 184); Ecuador and Peru (an inter-trade union committee to promote social security and universal coverage, including workers in the informal economy); The former Yugoslav Republic of Macedonia (printing and distribution of "Your Health and Safety at Work" series). ■ Social dialogue – Cambodia (a joint union/employer training team to train at the enterprise level); China (newly established tripartite committees); China and Indonesia (increased involvement of trade unions in bipartite and tripartite structures, mainly in grievance handling and conflict prevention); Costa Rica, Dominican Republic, El Salvador, Guatemala, Haiti, Honduras, Mexico, Nicaragua and Panama (national studies on the situation of trade union organizations regarding social dialogue, and subsequent proposals for the adoption of a subregional tripartite labour agenda); Sri Lanka (trade union Information Resources Centre to assist trade unions in the adoption of an integrated approach to labour and social issues); Thailand (joint activities between workers' and employers' organizations aiming at promoting social dialogue and first-time workshops on voluntary mediation); Senegal (a special task force to contribute to the national agreement on social dialogue); ■ New strategies to promote decent work in agriculture in the context of UN-wide sustainable development goals developed in an International Workers' Symposium on Decent Work in Agriculture.

Performance indicators	Targets	Outcomes
		<p>In 2002-03, the ILO provided assistance in this area to workers' organizations in the following 82 member States and other entities: Algeria, Argentina, Bahrain, Bangladesh, Belarus, Belize, Benin, Brazil, Bulgaria, Burkina Faso, Burundi, Cambodia, Cape Verde, Chile, China, Colombia, Congo, Costa Rica, Côte d'Ivoire, Croatia, Democratic Republic of the Congo, Dominican Republic, Ecuador, Egypt, El Salvador, Eritrea, Gambia, Ghana, Grenada, Guatemala, Guinea, Guinea-Bissau, Haiti, Honduras, Hungary, India, Indonesia, Islamic Republic of Iran, Jordan, Kuwait, Kyrgyzstan, Lebanon, Lesotho, The former Yugoslav Republic of Macedonia, Malawi, Malaysia, Mali, Mauritania, Mauritius, Mexico, Mongolia, Mozambique, Nicaragua, Nigeria, Pakistan, Panama, Peru, Philippines, Republic of Moldova, Romania, Russian Federation, Rwanda, Senegal, Serbia and Montenegro, Seychelles, South Africa, Sri Lanka, Sudan, Swaziland, Syrian Arab Republic, Thailand, Democratic Republic of Timor-Leste, Togo, Trinidad and Tobago, Uganda, Uruguay, Venezuela, Viet Nam, Yemen, Zambia, Zimbabwe, as well as territories under the Palestinian Authority.</p> <p><i>(The 2000-01 target was 30 with a result of more than 50, for a slightly different indicator.)</i></p>

Observations: The targets set were exceeded in all cases. However, in most reporting the focus is on services provided by the ILO rather than the actual impact in terms of organizations' service to their own members and the resulting benefits. It is useful to classify the services that organizations provided or improved because it shows the specific areas of programme impact. This could be the basis of more explicit strategies for the ILO in future bienniums and the establishment of more precise performance measures. This indicator has been retained for 2004-05 with targets of 35 member States for employers' organizations and 40 for workers' organizations.

Performance indicators	Targets	Outcomes
4a.2. Employers' or workers' organizations that take policy or practical initiatives to extend representation of their organizations.	(i) Employers' organizations in ten member States;	<p>There was an increase in representation of employers' organizations in 11 member States and one subregion in the biennium:</p> <ul style="list-style-type: none"> ■ Bosnia and Herzegovina established a new employers' organization; ■ in Benin and Guinea, women entrepreneurs were targeted through outreach activities; ■ Costa Rica expanded provincial membership following improvements in its information and research services; ■ Eritrea increased representation of employers in small and medium-sized enterprises by 10 per cent; ■ Guatemala increased representation of employers in small- and medium-sized enterprises by improving information, research and communication activities; ■ in Indonesia, Oman, Qatar and Syrian Arab Republic, women entrepreneurs were targeted through outreach activities; ■ in Peru, 70 chambers affiliated themselves with national employers' organizations;

Performance indicators	Targets	Outcomes
		<ul style="list-style-type: none"> ■ in southern Africa, a subregional SADC employers' group was created. <p>In 2002-03, the ILO provided assistance in this area to employers' organizations in the following 35 member States: Bahrain, Benin, Bosnia and Herzegovina, Burkina Faso, Burundi, Cambodia, Cape Verde, Congo, Costa Rica, Côte d'Ivoire, Eritrea, Fiji, Guatemala, Guinea, Indonesia, Islamic Republic of Iran, Jordan, Kuwait, Niger, Oman, Papua New Guinea, Peru, Philippines, Qatar, Romania, Saudi Arabia, Serbia and Montenegro, Solomon Islands, Syrian Arab Republic, Togo, Uganda, United Republic of Tanzania, Viet Nam, Yemen and Zambia.</p> <p><i>(The 2000-01 target was 1, and the result was more than 13, for a slightly different indicator.)</i></p>
	(ii) Workers' organizations in 30 countries.	<p>There was an increase in representation of workers' organizations in 33 member States during the biennium:</p> <ul style="list-style-type: none"> ■ Algeria, Benin, Burkina Faso, Cameroon, Guinea, India, Nigeria and Senegal – a new recruitment policy in the informal economy was adopted and implemented, increasing membership; ■ Algeria, Benin, Burkina Faso, Georgia, Jordan, Kuwait, Nigeria, Saudi Arabia, Senegal, Syrian Arab Republic, Togo and Yemen – new women's committees were established in trade union organizations following a policy change; ■ Cambodia – membership increased and new unions were established at enterprise levels, mainly in production of garments and leather goods where most of the workers are women; ■ Colombia, Lesotho, Peru and South Africa – inter-union coordinating bodies were established to formulate policies and responses to common challenges, which led to increased membership; ■ Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua – a women's network is in the process of being established; ■ Global – international industrial organizations strengthened gender mainstreaming in all activities; ■ India – strategies on organizing the unorganized in the informal economy, adopted mainly by women, resulted in a membership increase; ■ Namibia, Uganda, United Republic of Tanzania and Zambia – new recruitment plans were implemented and membership increased; ■ Russian Federation – an articulated youth policy was developed and a network of young unionists established; ■ Saudi Arabia – workers' committees were set up as a step towards free trade unions; ■ Trinidad and Tobago – new approaches to organizing workers were adopted. <p>During 2002-03 the ILO provided assistance in this area to workers' organizations in the following 48 member States: Algeria, Bahrain, Belarus, Benin, Burkina Faso, Cambodia, Cameroon, Cape Verde, China, Congo, Costa Rica, Côte</p>

Performance indicators	Targets	Outcomes
		<p>d'Ivoire, Democratic Republic of the Congo, El Salvador, Gambia, Georgia, Guatemala, Guinea, Guinea-Bissau, Honduras, India, Indonesia, Islamic Republic of Iran, Jordan, Kiribati, Kuwait, Lao People's Democratic Republic, Mali, Mauritania, Mauritius, Republic of Moldova, Namibia, Nicaragua, Niger, Nigeria, Papua New Guinea, Philippines, Russian Federation, Saudi Arabia, Senegal, Slovakia, Syrian Arab Republic, Togo, Uganda, United Republic of Tanzania, Viet Nam, Yemen and Zambia.</p> <p><i>(The 2000-01 target was 30 with a result of more than 50, for a slightly different indicator.)</i></p>

Observations: Performance measures in this area should reflect progress in articulated strategies for increasing representation and/or the actual results in terms of year-over-year change (only some results show this). This indicator has been retained for 2004-05 with targets of 20 member States for employers' organizations and 40 for workers' organizations.

Performance indicators	Targets	Outcomes
4a.3. Member States in which the social partners have greater capacity to influence economic and social policies and programmes.	15 additional member States.	<p>In 35 member States, the social partners have demonstrated their improved capacity to influence policies and programmes in the following ways:</p> <ul style="list-style-type: none"> ■ involvement in PRSP processes in Angola, Cambodia, Cameroon, Côte d'Ivoire, Ethiopia, Ghana, Guinea, Kenya, Madagascar, Malawi, Mauritius, Morocco, Mozambique, Nepal, Niger, Rwanda, Tunisia, Uganda, United Republic of Tanzania, Viet Nam, Zambia and Zimbabwe; ■ establishment of joint employer/worker mechanisms for social dialogue in Jordan and Yemen; ■ involvement in identifying and developing strategies to address new policy areas in Kazakhstan and Thailand; ■ involvement in the diagnosis of social security needs and formulation of national action plans in Honduras, Mali and Sri Lanka; ■ participation of employers' organizations as lobbyists, proposal developers and advocates for new national legislation in Bosnia and Herzegovina, Chile, Costa Rica, Ethiopia, Saint Kitts and Nevis, Ukraine and Zimbabwe; ■ establishment of mechanisms to coordinate employer positions and inputs into national legislation in Mexico and through the regional entity MERCOSUR; ■ development of a trade union wage policy concept based on ILO standards and accepted by the National Tripartite Council as the basis of a national wage policy in Kazakhstan. <p>In 2002-03, the ILO provided assistance in this area to constituents in the following 50 member States or regional entities: Angola, Bahrain, Bangladesh, Belarus, Bosnia and Herzegovina, Cambodia, Cameroon, Chile, China, Colombia, Costa Rica, Côte d'Ivoire, Egypt, Ethiopia, Ghana, Guinea, Honduras, India, Indonesia, Islamic Republic of Iran, Jordan, Kazakhstan, Kenya, Madagascar, Malawi, Mali, Mauritius, Mexico, Morocco, Mozambique,</p>

Performance indicators	Targets	Outcomes
		Nepal, Niger, Panama, Peru, Rwanda, Senegal, Spain, Sri Lanka, Saint Kitts and Nevis, Thailand, Tunisia, Uganda, Ukraine, United Republic of Tanzania, Uruguay, Viet Nam, Yemen, Zambia, Zimbabwe and the regional entity MERCOSUR. (There was no similar indicator in 2000-01.)

Observations: These results suggest the priority areas of focus for social partners and the types of capacity-building support that the ILO can provide to them. This indicator has been retained for 2004-05 with a target of 30 member States.

Operational objective 4b: Governments and institutions of social dialogue – The legal frameworks, institutions, machinery and processes for social dialogue are strengthened

Financial information will be provided in an annex to this report, distributed at the March session of the Governing Body as information is not available until then.

4b results:

Performance indicators	Targets	Outcomes
4b.1. Member States that ratify ILO Conventions addressing the institutions or practice of social dialogue.	Ten ratifications of Convention No. 144.	Seven ratifications of Convention No. 144 (Antigua and Barbuda, Dominica, Japan, Jordan, Liberia, Malaysia, South Africa). In addition to the above, during 2002-03 the ILO provided assistance in this area to constituents in the following member States: Angola, Bosnia and Herzegovina, Colombia, Croatia, Ethiopia, Eritrea, Ghana, Guatemala, Honduras, Peru, Serbia and Montenegro, Slovenia and The former Yugoslav Republic of Macedonia. (No similar target in 2000-01.)
	15 ratifications of Conventions covering specific sectors.	42 ratifications: 2 ratifications of C. 53 Republic of Korea, Malta 1 ratification of C. 74 Malta 1 ratification of C. 108 Slovenia 1 ratification of C. 129 Egypt 1 ratification of C. 133 Denmark 2 ratifications of C. 141 Republic of Moldova, Belgium 1 ratification of C. 146 Bulgaria 2 ratifications of C. 147 Bulgaria, Malta 6 ratifications of C. 147 Protocol Belgium, Denmark, Finland, Greece, Malta, Netherlands 1 ratification of C. 149 Slovenia 1 ratification of C. 163 Romania 1 ratification of C. 164 Italy 1 ratification of C. 166 Bulgaria 2 ratifications of C. 167 Italy, China 1 ratification of C. 172 Luxembourg 3 ratifications of C. 176 Albania, Portugal, Zimbabwe 2 ratifications of C. 178 Albania, United Kingdom

Performance indicators	Targets	Outcomes
		1 ratification of C. 179 9 ratifications of C. 180 3 ratifications of C. 184
		Bulgaria Belgium, Bulgaria, Denmark, Finland, Greece, Malta, Netherlands, Norway, Saint Vincent and the Grenadines Finland, Republic of Moldova, Slovakia

(For 2000-01 the target was ten ratifications and the result was seven.)

Observation: This indicator has been made more specific for 2004-05, with targets for a number of different Conventions, for example, three ratifications of the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144). This target reflects the already high number of ratifications for this Convention and a shift to implementation. Promotional material to support the ratification campaign of Convention No. 144 was published at the end of 2002, and the majority of activities thus took place in 2003. A number of member States subsequently committed to ratifying the Convention, and some have started the procedure at national level. However, a number of these ratifications will not be registered until 2004, and it is likely that the 2004-05 target in this area will be exceeded.

Performance indicators	Targets	Outcomes
4b.2. Member States that adopt legislation based on ILO standards and advice, with the involvement of the social partners.	Ten additional member States.	19 member States or other entities have adopted new labour legislation, and in another three, legislative proposals have been tabled: <ul style="list-style-type: none"> ■ Botswana (Employment Bill and Bill on Trade Unions and Employers' Associations); ■ Cambodia (Prakas, i.e. regulation on council of arbitration); ■ Chile (amendments to the Labour Code on rights for agricultural workers); ■ Cyprus (Law on equal pay between men and women for work of equal value); ■ Democratic Republic of Timor-Leste (new Labour Code); ■ Indonesia (revision of Manpower Act); ■ Mongolia (amendments to Labour Code); ■ Oman (new Labour Code); ■ Peru (new General Labour Act); ■ Poland (new Bill on Private Employment Agencies approved by lower chamber); ■ Romania (Labour Code) ; ■ Kosovo (new Labour Law); ■ Russian Federation (Labour Code); ■ Serbia and Montenegro (Labour Code and Law on Employment); ■ Slovakia (amendments to Labour Code); ■ Venezuela (Organic Labour Procedural Code; Public Service Statutes Act); ■ Viet Nam (Labour Code); ■ Zimbabwe (amendments to Labour Relations Bill); ■ Legislation tabled in: <ul style="list-style-type: none"> – Ghana (Labour Bill);

Performance indicators	Targets	Outcomes
		<ul style="list-style-type: none"> - Namibia (revision of Labour Law); - Togo (reform of Labour Code); - UK/Turks & Caicos Islands (Employment Bill). <p>In addition, during 2002-03 the ILO provided assistance in this area to constituents in the following 18 member States: Benin, Bulgaria, Burkina Faso, China, Côte d'Ivoire, Democratic Republic of the Congo, Ethiopia, Fiji, Gambia, Kenya, Madagascar, Republic of Moldova, Namibia, Niger, Philippines, Uganda, United Republic of Tanzania, Zambia.</p> <p><i>(In 2000-01 there was a target of ten member States for a similar indicator with a result of 19 member States and three other entities.)</i></p>

Observation: For 2004-05 this indicator has been made more specific, calling for the adoption of legislation using processes of social dialogue. Heavy demand for assistance in drafting new and amending existing labour codes has provided positive feedback. It also represents the challenge of a heavy workload. An important factor in replying to the many demands has been the political commitment of the governments involved. Continuous assistance until the final adoption of the legislation in Parliament has become indispensable in many countries in ensuring adequate treatment in the policy-making organs and achieving a viable impact.

Performance indicators	Targets	Outcomes
4b.3. Member States that establish or strengthen legal frameworks, institutions, machinery or processes for social dialogue.	20 additional member States.	<p>31 countries + two regional groupings.</p> <ul style="list-style-type: none"> ■ Establishment of tripartite councils or consultation committees: China, Cambodia, Honduras, Islamic Republic of Iran, Nicaragua Serbia and Montenegro. ■ Creating or strengthening legal framework for social dialogue or tripartite bodies: Bahrain, Bosnia and Herzegovina, Ghana, Indonesia, Kenya, Kuwait, Nigeria, United Republic of Tanzania, Democratic Republic of Timor-Leste, Uganda, Viet Nam, Zambia. ■ Strengthening social dialogue institutions: Angola, Botswana, Brazil, Cap Verde, Kenya, Lesotho, Mali, Mongolia, Nigeria, Sao Tome and Principe, South Africa, United Republic of Tanzania, Uganda, Zambia. ■ Strengthening workplace cooperation: Botswana, Cambodia, Indonesia, Lesotho, Malawi, Nigeria, Saudi Arabia, Viet Nam, Zambia. ■ Strengthening collective bargaining: Bosnia and Herzegovina, Costa Rica, Indonesia, Kuwait, Serbia and Montenegro. ■ Strengthen dispute prevention or dispute resolution: Botswana, Cambodia, India, Lesotho, Malawi, Namibia, Nigeria, Zambia, Zimbabwe. ■ Promoting social dialogue in PRSPs: Cambodia, Ethiopia, Sri Lanka, United Republic of Tanzania, Viet Nam. ■ Regional groupings: <ul style="list-style-type: none"> - 15 French-speaking African countries: improving social dialogue structures and culture, capacity building, negotiation, consultation, information. - Eight Latin American countries: subregional tripartite agreement (Belize, Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras, Nicaragua, Panama).

Performance indicators	Targets	Outcomes
		<i>(In 2000-01 the target for a somewhat different indicator was 40 cases in 30 member States and the result, 52 cases in 40 member States.)</i>

Observation: This indicator has been retained and strengthened for 2004-05.

Performance indicators	Targets	Outcomes
4b.4. Member States in which social dialogue institutions or processes specifically address gender issues.	15 additional member States.	<p>Nine countries + regional groupings:</p> <ul style="list-style-type: none"> ■ Colombia, Mexico, Indonesia (gender and collective bargaining). ■ Argentina, Chile, Paraguay and Uruguay (strengthening tripartite commission for equality in employment). ■ Nepal, United Republic of Tanzania (strengthening tripartite mechanisms on gender equality). ■ DDC, UEMOA, CAEMC. <p>In addition, during 2002-03 the ILO provided assistance in this area to constituents in the following 15 member States: Bangladesh, Cape Verde, China, Ethiopia, Hungary, Lesotho, Malawi, Mauritius, Namibia, Nigeria, Philippines, Senegal, United Republic of Tanzania, Zambia, Zimbabwe. The ILO also developed training tools on gender and social dialogue in PRSPs, which have been tested in a few countries and will be applied more broadly next biennium, and on mainstreaming gender in technical cooperation.</p> <p><i>(The 2000-01 target was 15 member States and the result, four.)</i></p>

Observation: This indicator has been retained for 2004-05 but with a more precise set of targets for specific achievements in member States and by constituents. Experience has shown that gender issues are still not sufficiently addressed in many social dialogue institutions and processes.

Performance indicators	Targets	Outcomes
4b.5. Member States that ratify or take practical steps to apply the Labour Administration Convention, 1978 (No. 150).	10 additional member States.	<p>Five ratifications (Albania, Antigua and Barbuda, China, Jordan, Liberia) and ten countries undertaking practical steps to apply the Convention (following labour administration assessment): Djibouti, Jordan, Mauritius, Morocco, Nicaragua, Paraguay, Peru, Sri Lanka, United Republic of Tanzania and Trinidad and Tobago.</p> <p>In addition, during 2002-03 the ILO provided assistance in this area to constituents in the following 6 member States: Comoros, Malawi, Mongolia, Philippines, Viet Nam, Zambia.</p> <p><i>(For 2000-01 there were two indicators, for six ratifications of Convention No. 150 and ten member States taking steps to strengthen labour administration, with results of six ratifications and 17 member States respectively.)</i></p>

Performance indicators	Targets	Outcomes
<p>Observation: This indicator has been sharpened for 2004-05, setting specific targets in terms of improved skills, modernized administrations, and ratification. Given the nature and delicacy of a labour administration assessment, this kind of service can only be provided with the highest political support from the government. However, it has proven to be the most useful means to identify the existing gaps and necessary steps to be taken for progressing towards ratifying and implementing the Labour Administration Convention, 1978 (No. 150). Following the general discussion on the informal economy during the ILC, demand for assistance for the labour administration system in this area has increased.</p>		

Performance indicators	Targets	Outcomes
4b.6. International organizations and regional or subregional groupings that integrate social dialogue into labour-related policies, action plans and institution building.	Two international organizations.	Three organizations: <ul style="list-style-type: none"> ■ World Bank (through PRSPs). ■ International Monetary Fund (through PRSPs). ■ UNDP (labour law reforms).
	Five regional or subregional organizations.	Nine organizations: <ul style="list-style-type: none"> ■ OHADA (West and Central Africa). ■ EAC (East African Community). ■ NEPAD (social dialogue in employment policies). ■ European Union (multiple activities). ■ Organization of American States (tripartite agreement). ■ Asian Development Bank (through TC project). ■ UEMOA (social dialogue at subregional level). ■ CAEMC (social dialogue at subregional level). ■ Gulf Cooperation Council (tripartite development of action plan). ■ Stability Pact for the Balkan countries (social cohesion initiative). <p><i>(In 2000-01 the target for a somewhat different indicator was two international organizations; and the result 12.)</i></p>

Observation: This indicator has been retained for 2004-05 but with a formulation that focuses on the expanded use of social dialogue in member States, regional and subregional groups. These groups demand continuous ILO involvement in promoting best practices of social dialogue as a prerequisite for good governance and democratic development. This implies a broader spectrum of issues such as PRSPs, attaining the MDGs, meeting the needs of men and women working in the informal economy, and integrating decent work into subregional and regional development policies and programmes.

InFocus programme evaluations

102. In response to a commitment in the 2000-01 Programme and Budget to evaluate the eight InFocus programmes (IFPs) at a rate of two per year, independent evaluations of the first four IFPs were conducted in 2002 and 2003. The evaluations were carried out in a participatory manner with an emphasis on lessons learned by IFP staff, following the ILO evaluation framework. The framework was adopted by the Governing Body in November

2002⁷ to provide guidance for the establishment of evaluation systems within a strategic budgeting context.

InFocus Programme on Crisis Response and Reconstruction (IFP/Crisis)

103. IFP/Crisis has positioned the ILO as a credible player in the crisis response arena. It has built working partnerships internally with other departments at headquarters and in the field and externally with the crisis response programmes of other UN agencies. Establishing a Rapid Action Fund helped the ILO to respond quickly and effectively to a number of crises and to avoid loss of time and credibility, proving the ILO's added value to crisis response work. However, more external donor support is required, and ILO institutional backing is called for to mobilize support from the crisis desk offices of the donor bodies that differ from traditional ILO donor contacts. The solid foundation laid by the programme during its few years of existence is already generating more demand for its inputs in national and UN crisis interventions.

InFocus Programme on Boosting Employment through Small Enterprise Development (IFP/SEED)

104. IFP/SEED has made significant progress in the areas of knowledge management and application, internal partnerships, results-based planning and country-level support and tool development. Nevertheless, the evaluation concluded that IFP/SEED could increase its coherence and sharpen its focus by further developing successful pilot initiatives using an approach that blended the Programme's tools and services with those of other ILO units. Moreover, its impact could be increased by working with workers' organizations. Another important issue that emerged was the need for IFP/SEED to clarify its role within the sphere of small enterprise development at the ILO and externally. IFP/SEED has since reviewed its strategies and is planning a more distinct and proactive interaction with constituents and international partners. Building ILO's key competencies to address the challenges of globalization through small enterprises will be supported by a more systematic, results-based planning system and regular joint portfolio reviews with the field.

InFocus Programme on Safety and Health at Work and the Environment (SafeWork)⁸

105. The 2002 evaluation of SafeWork noted its effective advocacy for the improvement worldwide of national OSH and its contribution to sustainable development. However, given the broad scope of its mandate, SafeWork has not yet reached its full potential for influence and effectiveness at global and national levels. Based on the recommendations of the evaluation, SafeWork is planning joint activities with other sectors and programmes in the areas of child labour and ship-breaking to strengthen social dialogue in the informal sector, intensified consultations with OSH specialists in the field and stronger partnerships with other intergovernmental agencies and non-governmental organizations. SafeWork's long-term efforts to promote standards on safety and health evolved into the global strategy

⁷ GB.285/PFA/10.

⁸ GB.285/PFA/12.

on integrated approaches in OSH that was adopted by the International Labour Conference in June 2003. This will provide guidelines to consolidate ILO action on OSH for the future.

InFocus Programme on Promoting the Declaration (IFP/Declaration)⁹

- 106.** The evaluation of the InFocus Programme on Promoting the Declaration, as reported to the Governing Body in November 2002, concluded that the ILO's support to member States ratifying and applying fundamental rights and principles needed to incorporate greater complementarity between the promotional approach of IFP Declaration, centred on capacity building, and the supervisory approach. As the first cycle of annual reports (starting in 2000) has now been completed, the emphasis of ILO activity has shifted to delivery of the plans for action and technical cooperation developed as a result of the reports and their discussion. These plans incorporate both capacity building for member States and improvements in the supervisory system.

Cross-cutting activities

Financial information will be provided in an annex to this report, distributed at the March session of the Governing Body as information is not available until then.

International Training Centre (Turin)

- 107.** The 2002-03 biennium coincided with the second and third years of the five-year development plan for the International Training Centre of the ILO. The Centre is working to strengthen its contribution to the ILO's capacity building, learning and knowledge management strategy. By broadening its participant base, organizing more activities in the field and creating new products, including more web-based tools, the Centre was able to better align its programmes with the ILO's four strategic objectives during the biennium.
- 108.** The Centre emphasized issues of gender equality in its programmes and developed two new online learning packages on gender for ILO staff. The Programme for Employers' Organizations, launched in 2002, focused on strengthening internal management and helping them to play an effective role in social dialogue and on current issues such as HIV/AIDS. The Programme for Workers' Organizations continued its innovative activities using online approaches and the specially designed Internet course reader computer application. The Centre also expanded and consolidated its master's and postgraduate courses with the University of Turin and further developed its own specialized courses in its niche area of instructional technology.
- 109.** During the biennium, the Centre conducted approximately 700 training activities for more than 16,000 participants from 177 countries. Roughly 45 per cent of the activities took place on the Turin campus, 50 per cent in the field, and 5 per cent online. The majority of the participants were representatives of ILO constituents with representation from workers' and employers' organizations growing to more than 20 per cent in 2003. About 1,000 staff from the ILO and other UN agencies participated in courses. Participation by women remained at about 40 per cent.

⁹ GB.285/PFA/11.

International Institute for Labour Studies

- 110.** The International Institute for Labour Studies supports the ILO's strategic objectives by developing the conceptual foundations of decent work policies and promoting debate and knowledge on decent work among constituents, academic experts and policy-makers. In 2002-03, the Institute used a wide network of scholars, academic institutions and research centres in implementing both its research and education programmes. This improved the Institute's visibility in specialized circles and resulted in outreach to a wider community of concerned officials and scholars in universities, governments, business and workers' organizations. In addition, all books published by the Institute since 1989 and recent discussion papers are now available in full-text online, which will increase access to much of the available research.
- 111.** The Institute also pursued closer links with the four strategic areas of the ILO, providing input to Global Reports submitted under the Declaration on Fundamental Principles and Rights at Work and working with the InFocus Programme on Social Dialogue, Labour Law and Labour Administration. Decent work research workshops for ILO officials to present their work were organized almost monthly, which proved to be a successful means of promoting dialogue across the departments, giving officials feedback on their work and providing an opportunity for younger officials to gain experience in making professional presentations. The Institute also provided support to the World Commission on the Social Dimension of Globalization (WCSDG) and worked with the International Training Centre.
- 112.** A project on migration was launched during the biennium, comprising research activities, consultations and workshops. This project will contribute significantly to discussions at the International Labour Conference in June 2004 and will continue into the next biennium, guided by the International Labour Conference's recommendations and the report of the WCSDG.

Bureau for Gender Equality

- 113.** The existence and input of a strong network of gender specialists, focal points and audit facilitators in the field, headquarters and the International Training Centre (Turin) enriched the substantive work of gender mainstreaming in the work of the ILO by contributing to more coherent design and coordinating the implementation of numerous activities. Management support for gender mainstreaming, both at senior and line levels, has had a notable impact on its application in practice, as gender audits have shown. Two technical cooperation projects helped the Office to strengthen its services to constituents and national policy-makers on gender mainstreaming and integrating gender issues related to poverty and employment in national poverty alleviation strategies.
- 114.** The availability of surplus funds helped the Office to step up activities with constituents on gender mainstreaming, which resulted in the establishment of the Partnership Fund for Gender Equality. A set of common strategies was designed, providing for a range of entry points under the common objective of action on gender equality. In addition, the experience laid the groundwork for the establishment of a new operational objective on gender equality for 2004-05.
- 115.** Achievements over the course of the biennium included: strengthened tripartite mechanisms and commissions on gender equality in South America, Nepal and the United Republic of Tanzania; the introduction of gender criteria and screening of project proposals for technical cooperation; and the inter-agency exchange of information on gender mainstreaming practices, which helped strengthen the ILO's own knowledge base. The ILO was also recognized as a leader within the UN system on mainstreaming gender

in programme and budget processes and has been requested by agencies in Harare to conduct gender audit training and lead an audit process in Zimbabwe.

116. Participatory gender audits of ILO programmes in the field and at headquarters have proved to be an innovative and effective approach to organizational learning on gender mainstreaming. Gender audits of ten headquarters programmes and field offices show steady progress on gender mainstreaming in knowledge development and operational activities across the Office, including technical cooperation design and implementation and in the emerging decent work country programmes and PRSP processes where the ILO has participated.
117. While gender audits provided valuable information and momentum, audits in the field were largely funded from post slippage, and there was limited ability to follow up on recommendations by the Bureau for Gender Equality. Requests for gender audits continue to be received by ILO work units on a voluntary basis, and there is increasing interest from ILO constituents such as African trade unions. In addition, lessons learned from gender audits could be usefully applied in future to the ILO evaluation framework to ensure the effective application of proposed criteria relating to gender mainstreaming in evaluated programmes.

External relations and partnerships

118. Work to develop external relations and partnerships in 2002-03 focused on emphasizing the importance of incorporating the Decent Work Agenda, including the promotion of a tripartite approach, into international development policies and the activities of other organizations through strong participation in important meetings. This included involvement in the World Summit on Sustainable Development (Johannesburg, 2002), at which the ILO succeeded in securing references to the Declaration on Fundamental Principles and Rights at Work in the Johannesburg Declaration on Sustainable Development. The ILO also chaired the UNDG Working Group on Poverty Reduction Strategies and PRSPs, and participated actively in the Millennium Project's Task Force on Poverty and Economic Development.
119. Cooperation with the UN system at major conferences was upgraded: the ILO contributed actively to the annual meetings of the Economic and Social Council and its functional commissions, in particular the Commission for Social Development, the Second and Third Committees of the General Assembly, the Committee on the Elimination of Discrimination Against Women, and the Permanent Forum on Indigenous Issues.
120. Significant efforts have been made Office-wide in developing and strengthening collaborative relations with partner institutions to enhance synergy of action around the ILO's strategic objectives. A broad consultation was conducted with the World Council of Churches concerning perspectives on decent work from the point of view of different philosophical, humanistic, spiritual and religious traditions, and the report of the outcome will be published in the near future. The Office continued to develop its database on relations with other organizations and provided regular updates about external events on the web site.

Communications

121. During the budget period, the Department of Communication completed the shift from being a primarily reactive press operation to an outreach-oriented communication shop – something that greatly increased the ILO's capacity to get its message out to constituents,

target audiences and the public at large. The key elements of this new communications strategy involved explicit advocacy and outreach programmes and more attention to partnerships with broadcast media to complement existing press-based relationships. The strategy also targeted local communications in the regions, equipping field offices to engage in publicity efforts locally for specific events (World Day for Safety and Health at Work, World Day Against Child Labour, International Youth Day, launch of Global Reports, and others). The Internet is still an underutilized communication resource for the ILO, and increasing its effectiveness will be a priority in the next biennium.

Policy integration

122. The Policy Integration Department was established in March 2002 to work with technical sectors and regions to develop consistent, coherent and complementary policy positions in key aspects of ILO work. It was intended to promote intersectoral perspectives and teamwork and support the planning, programming, implementation and evaluation of ILO activities from the point of view of policy integration. Over the biennium, the Department worked to promote a consistent vision of decent work and encouraged staff to work in new ways with the support of management tools to promote policy coherence. Progress has been made in part due to strong support at the regional level for consistent policy positions. The Department coordinated a more integrated response by the Office on a number of complex themes, including PRSPs, as well as the broader issue of poverty alleviation, and the informal economy, and has developed an important body of evidence on the value of integrated country-level programming. The Department's PRSP work included developing a methodology to involve ILO constituents in the process, with a strategy focusing on empowering constituents, incorporating decent work priorities, and influencing the key decision-makers. The Department also provided critical technical support to the World Commission on the Social Dimension of Globalization.

Bureau of Statistics (policy integration)

123. The 2002-03 Programme and Budget noted that the Director-General had established an Office-wide strategy to build statistical capacity over a five-year period under the coordination of the Bureau of Statistics. Implementation of the overall strategy started in this biennium with the Bureau providing a comprehensive overview of the statistical activities of the whole ILO structure for the first time as one of the reports to the Seventeenth International Conference of Labour Statisticians (ICLS). Highlights included new guidelines on consumer price indices and household income and expenditure statistics, the development of a conceptual framework for defining and measuring employment in the informal economy, and progress in new fields including social dialogue and the employment of disabled workers. In addition, a core set of statistical indicators has been identified to measure decent work deficits in countries. Collection of new data for these indicators has started in collaboration with the field.

World Commission on the Social Dimension of Globalization (WCSDG)

124. The Commission was created in early 2002 following the consensus reached in the meeting of the ILO Governing Body in November 2001. The Co-chairs of the Commission are H.E. Tarja Halonen and H.E. Benjamin Mkapa, Presidents of Finland and the United Republic of Tanzania, respectively. They have noted, "The Commission provides a space to move from confrontation to dialogue, to review the facts and the perceptions; and an opportunity to seek a consensus for action on globalization." In all, 26 members were appointed to the Commission, including five ex officio members.

- 125.** The Commission held six full meetings between March 2002 and August 2003. It has been assisted by a secretariat and has drawn on technical support from the Policy Integration Department and other ILO technical programmes. Funding was provided from the 2000-01 surplus.
- 126.** As part of its work, the Commission organized 26 regional and national dialogues, nine dialogues with employers, workers and civil society groups and 11 knowledge network meetings, in cooperation with different parts of the ILO and external partners. Among the findings of the consultations was the suggestion that people wish to engage with the process of globalization, provided that the process itself is seen to be fair and responds to their needs and priorities. People expect to have a greater voice in shaping globalization. The knowledge network meetings pointed to various gaps in national and international policies, and suggested possible options for the correctives needed for a fairer process of globalization.
- 127.** The findings of the Commission are expected to be published in early 2004, and submitted to the Governing Body of the ILO in March 2004.

Governance, support and management

Financial information will be provided in an annex to this report, distributed at the March session of the Governing Body as information is not available until then.

Governance

- 128.** The Relations, Meetings and Document Services Department developed and introduced or improved a number of tools and systems to increase effective resource use, productivity and optimal service to the Office. These included a new electronic voting system for use in 2004, voice recognition technology and integrated reference software in the translation service, and on-demand printing. Prompted by the outbreak of SARS, the Department introduced conference and meeting management systems for the protection of participants and staff in the event of major health threats. Work continues in the development of the next stage of the electronic conference system, in furthering staff and management training programmes, and in strengthening the coordination services provided to the Government group. In addition to the annual cycle of conferences and meetings, the Department organized and hosted the 2003 Inter-Agency Meeting on Language Arrangements, Documentation and Publications (IAMLADP).

Management services

- 129.** During the biennium, the Human Resources Development Department (HRD) made significant progress with its goals of decreasing the amount of time taken to fill positions and reducing the number of cases of precarious employment within the Office. Another area of progress was the development of HR management plans to assist offices at headquarters and in the field to identify HR policy-related issues such as succession planning, gender, national diversity and grading. Less progress, however, was made in

staff and management training and development.¹⁰ Pilot training and development proposals covering management and leadership, knowledge management and language training were developed, and experience gained through their implementation will guide decisions on the key components of the Office's ongoing management and staff development programmes.

- 130.** The Financial Services Department continued to provide support and improved management information to the technical departments and the regions during the biennium while ensuring that stewardship responsibilities were satisfactorily discharged. Decentralization and greater autonomy have been achieved through the use of information technology applications. A significant investment of resources was also made in the enterprise resource planning project (the Integrated Resource Information System, or IRIS), the benefits of which will accrue in future biennia.

Strategic budgeting in the ILO

- 131.** In the 2002-03 Programme and Budget, the Office noted that the implementation of strategic budgets would continue, with increasing focus on priorities, strategies and outcomes rather than activities and outputs. The mid-biennium report on programme implementation in 2002¹¹ provided information on measures taken to improve Office performance in terms of relevance, effectiveness and efficiency. Progress made in 2002-03 can be assessed in terms of changed processes and in the capacity of the Office to respond to demands for performance information.
- 132.** Progress was made in implementing strategic and results-based budgeting processes in three areas of allocation: regular budget in the Programme and Budget for 2002-03; extra-budgetary funds, using the technical cooperation resource allocation mechanism, or TC-RAM; and 2000-01 surplus funds, using criteria approved by the Governing Body in 2002.¹² Proposal development in all three areas is becoming more formalized with explicit review processes, and requirements for logical frameworks and an assessment of the contribution a project or programme will make to the ILO's objectives.
- 133.** The development of the Integrated Resource Information System (IRIS) also facilitated new practices and processes: the strategic management module of IRIS was launched in September 2003 and used to facilitate joint programming between the technical sectors and field offices in late 2003 for the implementation of the Programme and Budget for 2004-05.
- 134.** The continuing development of the ILO's strategic framework was reflected in the more significant engagement of Office staff in reporting on results achieved, reviewing performance measures and creating the next Strategic Policy Framework. The decent work pilot programmes have supported the development of country-level strategies for decent work. In addition, programming practices in the field were assessed to develop a country programming policy for the ILO that was introduced at the end of 2003. Whereas the Strategic Policy Framework is focused on global and universal issues, country

¹⁰ GB.286/PFA/13 (Human Resources Strategy: A review of progress and impact) and GB.286/PFA/14 (A review of the implementation of the ILO's Human Resources Strategy: Report by the External Auditor).

¹¹ GB.286/PFA/8.

¹² GB.285/PFA/9.

programming, a new aspect of strategic management, anchors the results in concrete, relevant national issues and opportunities. Subsequent biennia will chart the impact of these complementary results frameworks.

- 135.** Despite progress made during the biennium, areas for improvement remain in the iterative process of strategic budgeting. A number of performance indicators need to be revised to reflect a more specific measurement of outcomes with clear links to the strategic objectives they support. A stronger link must be made between budgetary allocations and performance measures throughout the Office. At a managerial level, a greater emphasis on outcomes and a stronger focus on priorities will help to avoid the ongoing problem of too many programmes and lack of focus.

Support services

- 136.** The Information Technology and Communications Bureau completed a major upgrade of the headquarters networking infrastructure. The new network will provide higher performance and more reliability to desktops and server computers. Internet connectivity was also restructured to provide more flexible, secure and cost-effective services. Work began on the upgrading of the worldwide connectivity infrastructure (Wide Area Network) as well as the acquisition and implementation of an Office-wide Electronic Document Management System (EDMS). The information technology strategy was updated to cover the period 2001-06.
- 137.** The Internal Administration Bureau undertook extensive analysis and important work in the areas of security, safety and property management. In addition, several surveys were conducted to improve services and reduce costs, including a customer satisfaction survey for procurement services and a review of transport services.
- 138.** The Bureau of Library and Information Services launched a unique Internet-based labour force survey database, which gives national statistics and facilitates comparative analysis. Other projects undertaken during the biennium included the development of a taxonomy to facilitate managing and accessing ILO sources, the organization of training courses on the use of electronic resources, and improved management of information content on selected ILO web sites. Access to electronic journals and online information services by ILO officials in the field was also improved. Since it was made available on the Internet at the end of 2002, significantly more constituents have accessed and searched the ILO Library's 355,000-document database, Labordoc, which provides information on ILO publications and other key documents in print and electronic form. It is the only resource of this type on social and labour issues that provides references in English, French and Spanish.
- 139.** The Publications Bureau continued to focus on electronic publishing initiatives to improve the promotion and dissemination of ILO material. Procedures for placing and managing ILO titles online were established, while CD-ROMs containing up to 600 ILO titles were produced for sale in industrialized countries and distributed in developing countries at low or no cost. Electronic promotion to booksellers and distributors was further enhanced. Awareness of the work of the ILO was heightened and its image enhanced among constituents and the general public by the inclusion in the *International Labour Review* of articles by distinguished authors such as the Nobel Laureate, Joseph Stiglitz, and the compilation of a special issue on measuring decent work. Tight editorial and production control enabled the Bureau to achieve its target of a six-month turnaround from manuscript to publishing. In collaboration with the World Bank, it also initiated a performance measurement exercise for the provision of services by benchmarking selected ILO flagship publications.

Looking ahead: Applying lessons learned to the Strategic Policy Framework and the Programme and Budget for 2006-07

140. The process of reporting on implementation and the results achieved is necessarily one of reflection and dialogue. An integral part of this review process is input from constituents about the support they have received and the degree to which the ILO's assistance has contributed to their objectives. From that ongoing dialogue, both within the ILO and with constituents at every level, a number of common themes have emerged that are relevant to discussions on the programming and budgeting decisions ahead.

What the ILO does well

141. There is broad agreement that the ILO is effective in, and should continue to focus on, four main areas:

- **Its unique qualities: A normative function and tripartite structure.** These give the ILO a role and mandate which is significantly different from that of other organizations that are more exclusively development-focused. The ILO enjoys both greater access to potential partners within countries and legitimacy for advocacy and rights-driven work. The continuing relevance of the international labour standards system has been illustrated in a multitude of ways, from the adoption of the Worst Forms of Child Labour Convention, 1999 (No. 182) and its subsequent landslide of ratifications and first reports on implementation, to the recent demand and rapid response in developing a new instrument on seafarers' identity. The ILO's tripartite structure at the national and international levels offers a unique framework for people to bring forward important new issues (or issues that are newly important as the world of work changes), such as the concept of the "employment relationship" discussed at the 91st Session of the International Labour Conference in 2003. The ILO continues to provide a forum for these issues to be raised, discussed and addressed.
- The provision of **advice and services that are relevant and responsive to individual country needs.** The multiplicity of national and global development frameworks (MDGs, PRSPs, etc.) makes it increasingly challenging for both the ILO and its constituents to identify what the ILO's priorities for action should be. The most effective way for the ILO to provide value added in the current context is to clearly articulate its own objectives and capacities and then to identify effective points of intersection. Following this approach, the ILO has been increasingly able to provide timely and appropriate services to countries in crisis (Argentina, for example), and to those (as in Eastern and Central Europe) that are gradually increasing their involvement with the ILO.
- **Influence on global policy debates, and agenda-setting for economic and social development and national policies.** Many noted that there is increasing (though still far from fully accepted) recognition that the quantity and quality of employment created is a legitimate goal for development policy, rather than a hoped-for consequence. To be fully accepted, this perspective must be integrated into World Bank and other development frameworks, into the development agendas of major donors, and into national plans and strategies. The ILO's work to advance this proceeds on many fronts, from high-profile promotion activities (such as the Director-General's 2003 Report *Working out of poverty*) to small-scale capacity building to enable social partners to participate more effectively in national policy debates and PRSP processes.

- The provision of **relevant, reliable evidence on the labour, economic and social impacts of different policy choices**. The ILO has long been recognized for its expertise in labour statistics but is finding that this must be complemented with new areas of quantitative and qualitative evidence-based research. New measures for phenomena such as child labour and the positive impact of higher quality work on economic performance (as found in the Denmark decent work project) provide a solid platform for ILO interventions and advocacy.

What the ILO does less well

142. The process of reflection has led to the questioning of assumptions about what the ILO can and should do, based on actual results and experience. A number of issues continue to be of concern to ILO staff and constituents:

- Despite repeated calls for focus and elimination of duplication, the ILO continues to support a wide range of closely similar products, services and areas of expertise. Stronger management and greater discipline is needed to ensure that the Office is able to use its increasingly tight resources to the best possible effect.
- The tendency to add new programmes, services and areas of expertise has to be balanced with an equal drive to phase out other services and products, so as to maintain an acceptable level of quality and sustainability.
- The ILO has not yet established the right balance between the generation of new knowledge and its effective dissemination so as to influence national labour policy and global development policy.
- It is not always clear whether extra-budgetary funding for technical cooperation is sought to test ILO approaches and provide evidence or to support the activities of the ILO as an implementing agency.

143. The above points represent differences in the views of ILO constituents: some would prefer to see the ILO emphasize its knowledge development elements, some its service provision. The challenge is to strike a balance so that the ILO provides value added and meets the needs of constituents.

Implications for future programming choices

144. Identifying the ILO's strengths and weaknesses provides important guidance for discussion of the Strategic Policy Framework for 2006-09 and the 2006-07 Programme and Budget proposals, with the following conclusions to be taken forward:

- Perhaps most importantly, there is agreement that there should be full involvement of the social partners in developing and delivering the ILO's work at the national level. This places significant demands both on ILO staff and on national constituents, but is the best way of ensuring the relevance and sustainability of the ILO's work.
- While most people agree that the ILO can have a greater impact by influencing the way problems are understood and how responses are given in terms of development and policy frameworks, they also agree that the ILO must look more carefully at how to achieve that influence. This means ensuring that the ILO produces relevant information and advice based on credible experience and evidence, and conducts proactive outreach to get this information to the right people at the right time. The

ILO needs to ensure that it is investing in the infrastructure and capacity necessary for this and using limited resources as effectively as possible.

- Similarly, many note that the capacities, institutions and recognized use of social dialogue can profoundly change the way economic and social policies are developed and implemented. To the extent that the ILO can increase the capacities of its constituents, build the competence of institutions and increase awareness of the benefits of social dialogue, it can have an influence far beyond its own reach.
- The ILO has a critical and underutilized instrument in standards. While much work has been done to modernize the normative system, it is still under-exploited as a way to diagnose potential needs for the ILO's technical cooperation and other services.
- There is continuing recognition that the ILO is most effective when it orients its work in support of clear policy objectives that arise from global debate and solid evidence – for example, the policy recommendations of the World Commission on the Social Dimension of Globalization. Everyone agrees on the need for better integration of the ILO's services and objectives, so that, for example, employment policies are aligned with and mutually support social protection policies in a framework of improved productivity.

Appendices

145. The following appendices are currently in preparation and will be included in the version of this report to be submitted to the International Labour Conference at its 92nd Session:

- I. Action taken on resolutions adopted by the International Labour Conference at its 87th to 91st Sessions (1999 to 2003).
- II. Expenditure on technical cooperation programmes, 2002-03.
- III. Report on 2000-01 surplus expenditures.
- IV. Meetings held in 2002 and 2003.
- V. Member States of the ILO as of 31 December 2003.
- VI. (Abstract of) Report of the discussion on ILO programme implementation 2002-03 at the meeting of the Programme, Financial and Administrative Committee of the Governing Body, March 2004.
- VII. Conventions ratified during 2002-03.

Note that the list of new priced publications can be consulted in documents GB.286/19 and GB.289/17 (Reports of the Director-General to the Governing Body, March 2003 and March 2004, respectively).