



FIRST ITEM ON THE AGENDA

## **Implementation of the Sectoral Activities Programme: Progress report**

### ***Addendum***

The attached addendum is the appendix to GB.291/STM/1, referred to in paragraph 1 of that document.

INTERNATIONAL LABOUR ORGANIZATION

AP/SPM/2004/2

Sectoral Activities Department

**Sectoral Activities Action Programmes**

Sectoral Steering Groups' Meeting, Room V, ILO

Geneva,

29 October 2004

**Discussion document: Review of progress in implementing the action programmes****Background and programme startup**

1. The sectoral activities action programmes were an outcome of a two-year review of the Sectoral Activities Programme (2001-03) by the Governing Body and its committees. The consensus from this review was that the programme should be closer to its constituents' needs through a mixture of research, technical (including policy) advisory and cooperation services and social dialogue forums at national or regional level, addressing well-defined sectoral themes of high priority to the concerns of ILO constituents. Traditional means of action in the form of international sectoral meetings on specified themes would continue, but more emphasis would be devoted to action programmes, initially in six of which would normally be the focus of activities in 2004-05 (agriculture, construction, education, financial services, hotels/catering/tourism and textiles/clothing/footwear), plus one cross-sectoral programme on HIV/AIDS. They would focus resources on a limited number of countries so as to maximize impact and chances of success.
2. After preliminary consultations with ILO constituents on the nature, organization and management of the seven programmes in the course of 2003, a series of one-day planning meetings for each sectoral programme was organized in February 2004, followed by a similar meeting on the cross-sectoral programme in May 2004. Each meeting included participants from Governments (regional coordinators of the Governing Body), Workers and Employers (in both cases, the secretariats of the Governing Body groups, supported as appropriate by sectoral affiliates). Each meeting reviewed a strategy document for the new approach to the programme,<sup>1</sup> a sectoral background document<sup>2</sup> prepared by the Office on the detailed concept of the action programme as approved by the Governing Body in 2003, proposed methodologies for programme implementation, a preliminary choice of countries and options for evaluation of programmes' success. A summary note of the discussions and decisions was circulated to participants following each meeting.<sup>3</sup>
3. Following the February review meetings, the Governing Body adopted recommendations on programme steering proposed by the Committee on Sectoral and Technical Meetings and Related Issues (STM) at its 289th Session, March 2004.<sup>4</sup> Programme oversight at national level would be the responsibility of national steering groups (NSGs), composed of representatives from the Ministry of Labour and other relevant government ministries, employers and workers nominated by the secretariats of the respective Governing Body groups, and additional members as appropriate. In the case of the education sector, it was the understanding of the Office that the NSGs would be joint. However, if private sector employers participated, they would do so fully. In the case of the cross-sectoral programme on HIV/AIDS, existing national steering groups for ILO/AIDS would be used as far as possible. The ILO would convene and chair the first meeting of the NSGs, providing

<sup>1</sup> AP/SPM/2004/1.

<sup>2</sup> Available in the room.

<sup>3</sup> Available in the room.

<sup>4</sup> GB.289/14.

logistical and technical support as needed. At the programme level, tripartite sectoral steering groups would be established in Geneva and meet every six months or so.

## Implementation: Initial programme activities

4. Following the guidance provided by the February planning meetings, the Office initiated contacts with relevant Governments to discern their interest to participate, a process that continues to date. For all of the action programmes, the secretariats of the Employers' and Workers' groups were invited to make the respective nominations for membership in the NSGs, a process that was completed only in July. Budgets were established and forward planning begun on how to implement substantially different types of activities within a newly created departmental task force on action programmes and resource mobilization.
5. The task force meets at least once a month. It shares information and plans common activities, including consultations with members of the sectoral steering group. Early on it elaborated a resource mobilization strategy for sectoral activities, including the action programmes, in collaboration with the Development Cooperation Department (CODEV). Use of the strategy to generate additional resources for the action programme has not yet yielded substantial new resources, but it has helped to guide efforts to achieve cost sharing and better integration of some action programmes with other regular budget activities, and to approach potential donors for targeted support, as indicated below for certain programmes.
6. As part of the process of greater synergy and integration of action programme work and other ILO programmes, headquarters' units were invited to an information and planning meeting earlier this year. Next, all ILO offices outside of Geneva were invited in March to take note of each action programme's theme and suggested approach, and to nominate a focal point within the respective office. More detailed planning on setting up NSGs in countries covered by these offices, developing synergies with other ILO programme and budget items and mobilizing additional regular and extra-budgetary resources took place in meetings organized by the task force members with field office directors and national delegations during the International Labour Conference. These efforts have led to substantial integration of headquarters' and field activities in several programmes, and to essential support of ILO offices in the organization of national-level activities.

## Sectoral reviews

### *Agriculture*

The main theme of the Action Programme on Decent Work in Agriculture is improving occupational safety and health (OSH) in agriculture through social dialogue. Three principal types of activities were envisaged at the outset: national level activities; training activities for managers and workers to improve OSH at the workplace; and the adaptation of the WIND methodology (Work Improvements in Neighbourhood Development) to rural communities. The first two are intended to serve the needs of the social partners in the formal economy, whereas the third is a self-help methodology to enable groups of small farmers, many of whom may be in the informal economy, to improve their living and working conditions.

### National level activities

**Barbados:** The Labour Department has carried out a series of tripartite consultations in preparation for a national workshop on OSH in agriculture, scheduled to take place in November 2004. The purpose of the workshop will be to formulate a national policy on OSH in agriculture with reference to Convention No. 184 and Recommendation No. 192. Follow-up activities would be expected in 2005.

**Kyrgyzstan:** On 11 May 2004, Kyrgyzstan notified the ILO of its ratification of Convention No. 184. A series of consultations have been held since then to prepare a national tripartite meeting, at which a national plan of action will be adopted. The meeting is expected to be held before the end of 2004. Concurrently, the adaptation of the WIND methodology has moved ahead rapidly, as described below.

**Moldova:** A national tripartite management team has been set up in Chisinau to oversee activities undertaken to promote OSH in agriculture. Its first priority was to push forward the adaptation and implementation of the WIND methodology in rural communities, as described below. In early 2005, it is expected to begin work in a second priority area, possibly a safety awareness campaign focusing on agricultural enterprises.

**Uganda:** A two-day workshop was held in August 2004 to inform members of the Parliament of Uganda of the principal OSH issues facing agricultural workers, particularly chemical safety risks, to raise awareness of the need for an improved OSH legislative framework, and to familiarize them with Convention No. 184. The Department of Gender, Labour and Social Development organized the workshop, which was attended by 21 members of Parliament from three key select committees. The participants recommended in their Conclusions that the Government of Uganda ratify Convention No. 184.

## Training activities for the social partners

Training programmes to improve OSH in agriculture through social dialogue were foreseen in two countries, Costa Rica and Honduras. The ILO would provide technical support, including crop-specific training materials, for the training of management and worker members of joint enterprise OSH committees, who in turn would train workers within their companies. The training activities are being carried out on a cost-sharing basis between the action programme and ILO San Jose, with additional professional, material and logistical support from local partners.

**Costa Rica:** The current biennium's work builds on the foundation laid in 2002-03, when employers' and workers' organizations joined with the Government in a National Safety Council to improve OSH in agriculture. Training materials were developed for six major crops and validated in pilot workshops. Since February 2004, training materials have been developed for four additional crops and the training of trainers has begun. By late October 2004, 11 of the 14 training workshops will have been completed, with the final three workshops to be held by early December.

**Honduras:** In June 2004, an initial workshop was held for trainers from the National Safety Council, the National Training Institute, and agricultural extension services to familiarize them with the approach developed in Costa Rica and lessons learned. A technical training of trainers workshop is planned for early 2005.

## WIND methodology

The WIND methodology has excited considerable enthusiasm in the countries where the adaptation process has begun, as well as interest in neighbouring countries where its relevance for improving the working and living conditions of their rural population is evident.

All WIND activities have been initiated on a cost-sharing basis, with contributions from a number of units both at headquarters and in the field. This interdepartmental collaboration has meant that the action programme has only had to meet about a quarter of the cost of adaptation and implementation in the countries concerned.

**Kyrgyzstan:** The initial adaptation of the WIND methodology has taken place in two stages. A Russian translation was prepared in April 2004 so that technical discussions could be carried out in a common working language. This has enabled a wider dissemination of the WIND manual to other countries as well. A significant feature of the adaptation process in Kyrgyzstan has been the full integration of issues related to gender, child labour and workers with disabilities. Now that the technical adaptation has been completed, a Kyrgyz translation is being undertaken.

**Moldova:** In June 2004, a seminar was held in Chisinau to develop the strategic framework for adapting and implementing the WIND methodology in Moldova. A small tripartite management group was nominated to oversee project implementation and a local consultant was identified to work on the programme. Community-level consultations were to be carried out from July through November 2004 in order to identify priority areas for improvement and to ensure their integration into the WIND methodology. Training of trainers as well as pilot training sessions in villages are foreseen during the winter months.

**Africa:** At the February 2004 planning meeting, it was agreed that the WIND methodology would be adapted for rural communities in two to three African countries. The Office examined possibilities in a number of potential candidate countries with a view to ensuring the commitment

and involvement of the social partners, the involvement of ILO field staff with the relevant technical expertise, and local delivery capacity within the biennium. In August 2004 **Ethiopia** and **Senegal** were selected on the basis of these criteria. At the time of writing, a detailed plan of work was being developed in the field offices with the parties concerned in consultation with the technical units in headquarters.

## Construction

A Tripartite Planning Meeting was convened in Geneva on 3-5 November 2003 to discuss the activities that might be included in the Construction Action Programme (CAP). The meeting proposed four areas of activity, corresponding to the four problem areas identified in the 2001 Tripartite Meeting for the construction sector: (i) formalizing the informal sector; (ii) occupational safety and health; (iii) training for work in construction; and (iv) employment creation. Country level priorities should fall within one of the above areas. The decision on priorities would take place at the national level – involving the government and social partners. During the 2003 Meeting, five countries were selected to pilot the CAP: **Brazil; Egypt; India; Ghana;** and the **United Republic of Tanzania, all of which** have confirmed their willingness to take part.

In the **United Republic of Tanzania** an NSG has been operational since July 2004. It has identified the set of problems to be addressed related to occupational health and safety. The formulation of a plan of action has already started. Each CAP member in the country is expected to present a written proposal by mid-October 2004. Subsequently, the proposals will be merged into a combined plan of action followed by discussion on a funding strategy.

In **Ghana**, the Decent Work Pilot Programme (DWPP) has a construction-related component. The CAP has linked to the DWPP in order to integrate ILO initiatives in the same sector and country, to maximize the CAP's limited resources, and to utilize the existing DWPP tripartite NSG as an agreed decision-making body, saving time and resources.

In August 2004 it was agreed that the CAP would concentrate on building the capacity of local stakeholders to deal with new challenges derived from decentralization. The central thrust of the Government's decentralization process is to improve service delivery at district level through the transfer of responsibility for administering projects. The CAP will focus on increasing the employment and income generation potential of infrastructure through better tendering and contracting procedures that are more inclusive of labour-based firms. This will be achieved mainly by building the capacity of: (i) local authorities (on contract management); (ii) workers and DWPP's Sub-Committees on Productive and Gainful Employment (to monitor compliance); and (iii) contractors (on the implementation). The "employment generation" of the CAP framework will thus interface with "training" and the "informal sector". Training materials will be developed.

In **Egypt**, the ILO office in Cairo paved the way for the first collective meeting, the formation of the NSG and initial formulation of the plan of action. Further information will be provided at the October review meeting.

In **India** and **Brazil**, the relevant ILO offices are making preliminary contacts with the local partners, as in Egypt. The first NSG meetings and related activities are due to take place before the end of 2004. In India, forms of cooperation between NGO stakeholders in construction-related activities, one bilateral organization (DFID) and the CAP national partners are presently being discussed on the initiative of the ILO office, and will be on the agenda of the NSG. In Brazil, the integration of a number of ILO activities related to construction with the CAP is under discussion. A potential partner is the World Bank's Cities Alliance Programme, which has indicated interest in involving the ILO in its construction-related activities.

Apart from the five aforementioned countries, two other countries have also expressed interest in the CAP, namely, **Bahrain** and **Barbados**. In the former it would, in principle, be possible to explore synergies with ILO's DWPP (similar to Ghana). However, the activities in both Bahrain and Barbados will depend on each country's ability to provide resources.

## Education

Following the February 2004 planning meeting, 30 governments expressed an interest in participating in the action programme. Of these, more than 20 have confirmed their interest, nominating government focal points or teams to work on the programme, identifying priorities for

national investigation and policy assessment and, in some instances, confirming intention to host subregional policy dialogue forums or otherwise committing resources to the programme. As part of the process, the ILO team set up to manage the programme has developed a detailed conceptual framework and proposed a timeline for activities that has been sent to all identified government focal points. Work has begun on an international database on teacher profiles and shortages foreseen under the programme, a web site developed with public and members' only (participating countries) components for information sharing, and country profiles prepared for discussion as part of the first NSG meetings.

As foreseen, the sectoral specialist continues to follow closely the parallel OECD project on teachers in 25 OECD member States. This includes the latest workshop to discuss national developments and the project's international report held in June, and the international conference scheduled for November. As a result of contacts with several participating countries, support to the ILO's programme in the form of "twinning" arrangements between OECD countries and those participating in the ILO programme are under consideration to add technical and financial support to the ILO work, as recommended by the February planning meeting. Similar support has been sought from international organizations, notably the World Bank and UNESCO, with excellent prospects for the latter.

The sectoral specialist has briefed many of the teachers' organizations identified by the Workers' group for participation in the programme. National coordinators where more than one teachers' organization will participate in a country NSG, have been identified, initial briefs with the conceptual framework and timeline have been sent to all organizations in September, and invitations to the first NSGs sent out by relevant ILO offices.

After the identification of 16 national employers' organizations interested in participating in the programme, and in accordance with the Governing Body decision on national steering of the programme, initial briefs with the conceptual framework and timeline were sent to them in September, and invitations issued to the first NSGs were sent out by relevant ILO offices.

NSGs are planned or under discussion for the following countries:

- **Lesotho, Mauritius, South Africa:** early October 2004;
- **Chad, Nigeria, Senegal:** late October-early November;
- **Dominica, Trinidad and Tobago:** late October-early November;
- **Brazil, Chile:** early November;
- **Bulgaria:** November-early December.

Other participating countries – **Mali, Namibia and Niger** in Africa; **Argentina, Dominican Republic, Ecuador and Uruguay** in Latin America, **Bangladesh, Malaysia and Philippines** in Asia, **Armenia and Kazakhstan** in Eastern Europe/Central Asia – have been invited to confirm dates for NSG meetings, preferably by mid-December 2004. Other countries expressing an interest in participating – **Botswana, Djibouti, Zambia** – have been advised that the programme's resource limitations do not allow their full inclusion unless funded from other sources, but that information from national assessments will be shared and their inclusion in the subregional policy dialogue forums will be examined on a case-by-case basis. An update on NSG meetings will be provided to the October planning meeting.

The initial preparatory work and the identification of national priorities by governments reveals a great diversity of issues between countries ranging from large-scale quantitative to very specific qualitative issues conditioning shortages in participating countries. The first meetings of the NSGs are expected to prioritize issues, decide on a country action plan and timeline, identify needed resources and ways of mobilizing additional resources beyond those provided by the ILO regular budget and determine frequency and chairs for NSG meetings to steer the programme at national and regional levels.

## Financial services

The overarching objective for this action programme is to develop, through social dialogue, a tripartite consensus on the management of the wide range of labour and social issues related to the growing trend in global outsourcing and work relocation in financial services. Programme activities, ranging from research to national and bi-national seminars and workshops, are envisaged across the

entire work migration trajectory, extending from countries from which work is outsourced to those where it is exported. The strategy adopted for implementation, including stand-alone and joint activities across combinations of countries paired in “source” and “destination” countries, responds to one of the consequences of globalization of services work.

The February 2004 planning meeting had suggested the following pairs of countries as preliminary choices: **France-Mauritius**; **Spain-Argentina**; **Sweden-Estonia**; and the **United Kingdom-India**. Subsequent consultations with governments and social partners have resulted in removing **Sweden** and **Estonia** from the action programme, the former because the tripartite constituents indicated they had insufficient human resources to participate effectively, while the latter were interested in the subject of outsourcing, but not for the financial services sector. The Governments of **Argentina**, **France**, **Spain** and the **United Kingdom** have now all responded indicating their interest in participation. No response has so far been received from **Mauritius**, and consultations were under way with the Government and social partners in **Tunisia** as a replacement country to be partnered with France. It is worth noting in this context that both the social partners in France have specified that most of their financial services outsourcing is directed towards north Africa. The Government of **India** has said a response regarding their participation should be received shortly.

Consultations are under way with the tripartite constituents and the respective ILO field offices for the organization of meetings to establish NSGs, to adopt national workplans and to agree on provisional bi-national activities, as follows:

- **France, Spain** and the **United Kingdom**: early November 2004;
- **Argentina**: early December 2004;
- **India** and **Tunisia**: provisionally scheduled for January-early February 2005.

## Hotels, catering and tourism

The overall strategy for the action programme in the hotel, catering and tourism (HCT) sector is to increase employment in the sector by developing activities in core areas of the Decent Work Agenda. These include social dialogue as an overriding goal and a means to improve the performance of the sector with respect to the key components of the Declaration on Fundamental Principles and Rights at Work: working conditions; safety and health in general and HIV/AIDS in particular; vocational training, especially for migrant workers; and statistical information on employment in the sector.

The need to make better use of the employment potential of the sector by making work more attractive and by generating more information on employment in the sector, was highlighted by the tripartite ILO constituents at the Informal Meeting on the Hotel and Tourism Sector: Social Impact of Events Subsequent to 11 September 2001 (Geneva, 25-26 October 2001) and the Tripartite Regional Meeting on Employment in the Tourism Industry for Asia and the Pacific (Bangkok, 15-17 September 2003), which concluded that greater development efforts should be made in the areas of employment creation, working conditions and human resources development, migration and social dialogue.

Initial correspondence with participating countries was concluded by July with the exception of **Argentina**, which replaced **Mexico** on 16 September. Workshops to launch the action programme at the national level and form NSGs are planned to be held before the end of the year in **Barbados**, **Egypt** and **Fiji**.

In **Fiji**, the NSG is formed by the Tripartite Peak Body. This body oversees implementation of the national “Integrated Human Resource Development Programme for Employment Promotion”, which the ILO supports with technical cooperation. There are two subprogrammes targeting human resources development in the tourism sector, including the sector in general and the eco-tourism subsector. The NSG will determine priorities for the action programme in Fiji in accordance with that programme and with the Decent Work Country Programme, currently under development.

In **South Africa**, implementation of the action programme was preceded by consultations with national constituents, resulting in a list of possible areas for technical cooperation. Priorities will be set with a view to ensuring that synergies between countries participating in the action programme can be used to a maximum. Cooperation on HCT activities in South Africa has been initiated within

the ILO with the InFocus Programme on Small Enterprise and Employment Development (IFP/SEED) and the Cooperative Department (COOP).

Following interest expressed by governments or specialized agencies in the sector concerned, the Office has proposed that action programme activities could be carried out in three countries in addition to those recommended by the February planning meeting (**Jordan, Nigeria and Togo**). Such activities can only be carried out to the extent that they are funded independently.

Three industrialized countries (**Canada, France and Spain**) were also invited to contribute with technical expertise or financial resources to the implementation of the action programme. Recent interest expressed by Canada is under discussion.

## Textiles, clothing and footwear (TCF)

Four countries have been selected to be covered by the action programme: **Dominican Republic and Morocco** – Implementation phase of the Decent Work Pilot Programme – **Philippines and Romania**. Two countries were put on a reserve list (**Bangladesh and Uganda**).

The sectoral specialist informed the Government of **Morocco** and the social partners directly of developments during a session of the NSG, notably continuation of SECTOR's participation in the implementation phase of the Decent Work Pilot Programme along with the Integration Department of the ILO (INTEGRATION), the ILO offices in Algeria and Cairo.

The Government of the **Philippines** replied positively to the ILO in April 2004, nominating the Assistant Secretary of Labor as the focal point for the programme and indicating the intention to reactivate the Garments Industry Tripartite Council as the NSG.

The Government of **Romania** replied positively to the invitation in May 2004, indicating that the Ministry of Economics and Trade, the Ministry of Public Finances and the National Agency for Small and Medium Size Enterprises and Cooperation would be associated with the Ministry of Labour in the action programme.

The Government of the **Dominican Republic** indicated its support of the action programme in a meeting held during the ILC in June, confirmed by letter in September 2004 from the Ministry of Labour (*Secretario de Estado de Trabajo*), which indicated that, for logistical questions, the launching of the programme could not take place before February 2005.

Since the acceptance by the selected governments, the ILO offices concerned have been briefed about the action programme, focal points in each office have been determined, and preliminary consultations with the national constituents have been undertaken in close collaboration with the sectoral specialist. The list of employers' and workers' organizations to be represented in the NSGs has been communicated to the governments concerned and preliminary contacts are under way in **Romania** and the **Philippines**.

SECTOR has prepared a number of background documents, in the appropriate languages, which will be made available and discussed during the first sessions of the NSGs. These documents, together with a draft agenda for the first NSG meeting, have been communicated to the focal points in the relevant ILO offices and, after preliminary discussions with officials from the governments involved, tentative dates have been established for the official launching of the action programme in each country to coincide with a first session of the NSG chaired by the ILO: Romania in October 2004; the Philippines in November 2004, and Dominican Republic in February 2005.

In addition to the planned activities, and after consultation with its constituents, SECTOR has decided to develop activities in **Bangladesh**, one of the countries on the reserve list. These activities will be developed under the umbrella of the DWPP for Bangladesh. They will be limited in scope, targeted at contributing to a smooth phasing out of the Multi-Fibre Agreement (MFA) and determined by the DWPP Tripartite Advisory Body in Bangladesh.

In **Morocco**, the DWPP started its implementation phase in 2004 and a plan of work for 2004-05 was adopted by the tripartite NSG in March 2004. SECTOR, along with INTEGRATION and the ILO office in Cairo, is monitoring this implementation phase, with ad hoc support from other ILO technical departments. Since the beginning of this year, activities have been undertaken in the following areas:

- promotion of *social dialogue* at the regional level based on a documentation kit in Arabic on the action programme and the DWPP, disseminated at the regional and enterprise level with



- the support of the Textiles and Clothing Employers' Association (AMITH) and representative trade union members of the NSG, as well as two tripartite regional meetings organized and four others in the major producing regions planned for early 2005;
- improvement of the competitiveness of enterprises through better management practices (*Mise à niveau sociale des entreprises*) via the development of ILO training modules on productivity and competitiveness through improved social dialogue at the enterprise level, as requested by AMITH, plus plans to adapt the training material to local conditions in close collaboration with the members of the NSG and testing in a limited number of enterprises, in association with enterprise level workers' representatives and national and regional trade union representatives;
  - support to representative trade unions through implementation of a training programme: developed by the Bureau for Workers' Activities (ACTRAV) by the end of 2004;
  - vocational training and apprenticeship by means of strategic support to the Ministry of Labour to facilitate integration of various training programmes in the textiles and clothing sectors, provide a national coordinated framework and develop a programme to strengthen the role of enterprises in apprenticeship;
  - child labour through collaboration with the International Programme on the Elimination of Child Labour (IPEC) in Morocco on a rapid assessment of the child labour situation in three textiles and clothing production sites, for discussion and appropriate tripartite follow-up at a future session of the NSG; and
  - gender via the identification and nomination by the NSG of a national gender focal point.

## HIV/AIDS

### *Background*

The tripartite planning meeting in May 2004 agreed on the nature of the activities in the six sectors identified by the Governing Body (agriculture; education; health services; hotels, catering and tourism; mining; transport) and the countries where they would be carried out. Just under \$30,000 from SECTOR's budget is available for each sector's activities. The planning meeting highlighted the importance of partnerships within and outside the Office. ILO/AIDS has committed support and resources to these programmes and is already actively involved in them in Geneva and in the field. Activities that have been planned are closely linked to existing ILO/AIDS infrastructure. The activity for the health sector (see below) is being jointly funded by SECTOR, ILO/AIDS, SafeWork and WHO.

### *Progress*

There has been more progress in the activities in the three sectors that do not also have other action programmes (health services, mining, transport). Activity in the other three sectors has been delayed because of the need to get the larger programmes under way first, though some preliminary work has been done on the education sector component. It is expected that activities for all sectors in the action programme will have commenced by early next year. For each sector, however, a preliminary review of existing HIV/AIDS-related activities and relevant information has been carried out in order to ensure that lessons can be learned and duplication avoided.

#### *Agriculture (Kenya)*

The action programme will work with the Kenya Flower Council and the Kenya Plantation and Agricultural Workers Union (KPAWU) to develop workplace HIV/AIDS awareness raising programmes to suit the needs of the member enterprises and of the workforce. The main goal will be to provide women flower workers with access to reliable information on an ongoing basis, so that they can make responsible decisions about their health and welfare and that of their families. Background information has been obtained and a preparatory mission is planned for late October or early November.

#### *Education (Caribbean, sub-Saharan Africa)*

The programme will develop education sector guidelines and resource materials (including training modules) for use by staff at various levels as a complement to the existing ILO code of practice and the training manual. These education sector tools would be designed to follow closely

the key principles and concepts of the ILO code and manual, while rendering them more user-friendly and adaptable to the specifics of education sector workplaces, including schools and vocational training sites. So far, a baseline inventory of existing information and programmes in the education sector, with special attention to southern Africa has been prepared, along with an outline of concepts which could be included in draft guidelines and a model workplace policy. Similar work will begin soon in the Caribbean. Synergies with the education sector action programme on teacher shortages are being taken into account.

#### ***Health services***

The ILO and WHO have joined forces to provide the guidance necessary for health-care systems to create safe and decent working conditions and environment for health-care workers, including with reference to HIV/AIDS. Within the ILO, SECTOR, ILO/AIDS and SafeWork are contributing to the project. Preparation of the draft guidelines is well under way. A steering committee of ILO and WHO staff has been set up and has agreed a detailed outline of the guidelines. A core peer review group will be established and consult by email.

The guidelines are directed towards competent authorities, employers and workers involved in health-care systems. The guidelines will provide them with the basic principles and information needed to develop clear policies and programmes designed to address the needs of health-care workers concerning inter-personnel and personnel-patient relations, prevention of HIV/AIDS exposure, the management of post-exposure incidents and the reduction of discrimination and stigma that may be faced by infected personnel. The tripartite meeting of experts, which was approved by the Governing Body in June 2004, will be held in April 2005 (it had to be postponed from the original date of December 2004). WHO will select the five Government experts and the Employer and Worker experts will be nominated by their respective groups in the normal way. Sufficient resources are being earmarked in order to ensure that the guidelines are translated into several languages and subsequently promoted in the health services sector.

#### ***Hotels and tourism (India, Jamaica, Thailand)***

The planning meeting agreed that the programme would focus on the workplace and on small and medium enterprises (SMEs) in the sector, while not forgetting large hotel chains. Existing guidelines produced by the International Hotel and Restaurant Association would be taken into account. Thailand was added to the list of countries in view of the existence of relevant training material in Thai.

#### ***Mining (India, Zambia)***

Two medium-sized mining companies in Zambia with an organized workforce have been identified. Initial contacts will be made shortly to seek agreement from management and the workforce to test a programme that is partly based on a World Bank-sponsored initiative for medium-sized mines and partly on the code of practice and training manual. The testing will be during a tripartite workshop in the first quarter of 2005. It is hoped that the World Bank will contribute to this activity.

A similar mining-related workshop, combined with one for the road transport sector, will take place in Jharkhand (India), also in the first quarter of 2005. It will use to the extent possible existing lines of cooperation between the International Federation of Chemical, Energy, Mine and General Workers Union (ICEM) and the International Transport Workers' Federation (ITF), as well as ILO/AIDS infrastructure in the state.

#### ***Transport (India, South Africa)***

The goal of this small pilot project, which will focus on road transport, is to test and validate a new training manual *Guidelines for the transport sector* that has been developed under the umbrella of the ILO *Code of practice on HIV/AIDS and the world of work*. The objective is the strengthening of the capacity of constituents to address the specific road transport-related issues of HIV/AIDS by making available to them an additional tool. The new guidelines, once validated within this programme, will be translated into several languages, published and widely promoted.

A tripartite workshop will be held in Pretoria in November. It will examine and validate, under national conditions, a new training manual for the road transport sector. A similar exercise in Jharkhand (India) in the first quarter of 2005 will provide additional information and validation in a different setting, combined with related activity in the Jharkhand mining sector.

## Summary evaluation of problems and progress

### *Programme consultations*

A large amount of time has gone into consultations with members of the global and sector-specific steering groups for the action programmes, including time devoted to such consultations in 2003 after the March session of the Governing Body. A substantially new approach to sectoral activities made such consultations necessary in order to obtain constituents' support and ownership of the decision-making process. They have proved to be a strong point in terms of programme planning. They have also resulted in a much longer than expected gestation period to get programmes off the ground. The identification of workers' and employers' organizations to be invited to NSGs was completed only in July for most programmes and still is subject to clarifications in some programmes (education, for example). The process of obtaining government commitment to each programme has also taken longer than anticipated, despite support from Geneva-based missions and ILO offices in the countries concerned. In some cases, governments and/or national employers' organizations have declined to participate, thereby obliging the process to begin again with designated substitute countries (for example, financial services and HCT).

A second phase of consultation with governments, the social partners and ILO offices in committed countries in order to organize national steering groups has extended the time necessary to plan and reach consensus on national plans of action, then begin agreed activities. Some programmes are more advanced than others (construction and TCF for example), in part because their activities could be more easily aligned with existing DWPPs. Almost without exception, however, the time frame for beginning concrete work at country level has had to be extended.

The lesson to be learned from this process, inevitable in a relatively new programme orientation with common threads but also seven distinctly different themes, is that tripartism and social dialogue takes time. Shortcuts are neither acceptable nor desirable, as they would inevitably undercut a healthy consensus on the best design and particularly implementation of country programmes. The long-term success rate for good outcomes and impact depends on these initial steps. At the same time, at least two conclusions rise to the fore:

- (a) the time allotted for current programme implementation has been considerably reduced (essentially to one year or less by the time all NSGs have held their first meeting), requiring intensified efforts to realize programme objectives within the biennium;
- (b) in the event that the Governing Body endorses a continuation of action programmes in future programme and budget cycles, consultations on the "who, how and what" of a sectoral action programme need to begin and, if possible, be completed well before the beginning of the biennium in question. Advance planning and consultations with constituents, and with other ILO units, therefore needs to be more closely aligned with dates for Governing Body decisions on sectoral activities, especially the March session of the year preceding programme implementation.

### *ILO programming and management*

Linked to the timing of consultations to define programme themes and steering is the question of internal programming processes. The major occasion for integrating the new sectoral activities' programme orientation with the rest of the ILO came in November 2003, but this was too soon for effective integration since consultations with constituents would not be completed until some months later. Greater alignment with these two processes as suggested above would greatly facilitate this integration.

The creation of a sectoral task force on the action programmes has partially compensated for the disjointed nature of the consultation and programming cycles, notably by planning and engaging in more intensive contacts, written and direct, with ILO offices around the world, serving as a contact point for constituents and as a forward planning body on programme operation and resources. No doubt, this kind of information-sharing and coordinating unit will continue in some form.

Despite such difficulties, some programmes (notably agriculture) have been quite successful in integrating programme concepts and activities with already planned activities of other ILO units, both in terms of work items and resource sharing (see also next section). This has been due in part to a more careful alignment of the programme's themes (there are three distinct but related components) with already existing work items of other ILO units, but also to a very proactive

approach to internal programming which early on took account of the disjointed consultation and planning processes mentioned above. The cross-sectoral programme on HIV/AIDS has benefited considerably from close coordination with the ILO Programme on HIV/AIDS and the World of Work in defining concrete objectives, expected outcomes, steering and possibilities (not yet realized) for resource sharing. Programmes that have been able to link up closely with DWPPs in a small number of countries have seen accelerated programme implementation. These successes give pointers for future action programmes, but they are not universally applicable. The wishes and needs of constituents for each action programme to respond to the most pressing global challenges in the respective sector often do not lead to a close alignment with other ILO sectors. By its nature, sectoral activities, more than almost any other ILO programme, is constituent driven and the derived consensus on the main theme of an action programme does not always coincide with major orientations in standards, employment or social protection.

Evaluation of the programmes' impact has been a preoccupation from the start, but benchmarks or indicators for reaching programme targets and therefore objectives remain to be fully elaborated. The ILO task force has spent considerable time on this issue without coming to a clear resolution, but continues to examine the question at two levels: that of process, whereby the mere existence of NSGs is expected to strengthen the tripartism and social dialogue objectives; and that of substantive improvements in sectoral organization, employment, productivity and working conditions, which remain more elusive.

### Resources

It remains to be seen if the initial resource base of US\$157,500 for each action programme (US\$175,000 for the cross-sectoral programme on HIV/AIDS) will prove adequate to achieve some measurable impact. The longer gestation time needed for planning and putting into place programme steering mechanisms mentioned above, and the shortened time for operational activities in the present biennium, may reduce initial fears that very little could be done with such a resource base. With the exception of the education programme, whose "success" in attracting a much larger than anticipated number of countries to commit to the programme has stretched available staff time and funds to the limit, resources appear at present to be sufficient to realize reasonable outcomes in a small number of countries (the average programme focuses on four or five member States).

Additional resources would nevertheless allow better prospects for meeting some programme objectives, especially improvements in decent work objectives. Despite limited progress so far in internal ILO cost-sharing arrangements in a few programmes, success in generating external funds for the action programmes has been practically nil, with the notable exception of the HIV/AIDS activity for the health sector. Whether this reflects a general lack of interest by external funding sources in these kinds of programmes, an improper strategy or lack of time to look for funds, the issue of resources needs to be considered further, including how sectoral constituents – governments, employers' and workers' organizations – can contribute.

### Concluding comments and next steps

Despite delays in obtaining agreement on constituent participation and start-up operations via national steering groups in the action programmes' priority countries, steering groups are operating and concrete activities have begun in at least three programmes (agriculture, construction, TCF and in certain components of the cross-sectoral HIV/AIDS programme, i.e. education, health services and transport). Firm timelines for the first meetings of the majority of NSGs have been tabled in at least two other action programmes (education and HCT) with sufficient advance planning in some cases rapidly to implement action plans decided at such meetings. One programme (financial services) has experienced the most difficulties in securing the necessary commitment by governments and social partners to its agreed methodology, no doubt a reflection of the unique "twinning" requirements which associate labour sending and receiving countries, but backup measures have been taken to resolve these difficulties in the shortest possible time so as to launch concrete work in at least two sets of paired countries.

The first nine months of the new action programmes may thus be assimilated to a necessary process of "birthing pains" for any new programme. The critical period is ahead, when all programmes need to demonstrate an accelerated process of establishing NSGs where they do not exist, and implementation of planned activities leading to demonstrable impact on policy, organization, decent work conditions and sustainable social dialogue in the concerned sectors. To this end, the Office considers that the following steps would aid the process:

- through rapid responses to any remaining questions, constituents represented in the sectoral steering groups facilitate the final establishment of NSGs and definition of their work in the form of consensus-based national action plans;
- the Office – sectoral specialists, the action programme task force and closely identified units, especially those within the Social Dialogue Sector – identify and resolve remaining barriers to country commitments and start-up operations so as to position programmes to make rapid progress on measurable “deliverables” in the form of activities and outcomes useful to the tripartite constituents at national and sub-national level in programme countries over the next nine months;
- the Office, supported by constituents, identify means of mobilizing additional resources to supplement regular budget funds for those programmes in need of such funding; and
- the constituents carefully evaluate and comment on overall programme direction and management, thereby assisting the Office to speed up quality programme delivery which meets constituents’ needs and the most pressing sectoral challenges in the year ahead.

Geneva, 30 September 2004.