ILO
International Labour Office

Meeting on Measuring and Monitoring Decent Work: Lessons learnt from MAP countries

Meeting Report
Geneva, 27-29 June 2012

ILO/EC Project
"Monitoring and Assessing Progress on Decent Work (MAP)"

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Foreword

Decent work is central to efforts to reduce poverty and is a means for achieving equitable, inclusive and sustainable development. It involves opportunities for work that is productive and delivers a fair income, provides security in the workplace and social protection for workers and their families, and gives people the freedom to express their concerns, to organize and participate in decisions that affect their lives.

In this regard, monitoring and assessing progress towards decent work at the country level is an important concern for the ILO and its constituents. The 2008 Declaration on Social Justice for a Fair Globalization details that member States may consider "the establishment of appropriate indicators or statistics, if necessary with the assistance of the ILO, to monitor and evaluate the progress made" (Paragraph II.B.ii.). In September 2008, the ILO convened an international Tripartite Meeting of Experts (TME) on the Measurement of Decent Work, and consequently adopted a framework for developing Decent Work Indicators that was presented to the 18th International Conference of Labour Statisticians in December 2008. The Governing Body endorsed the proposal to test the framework in a limited number of pilot countries, by developing Decent Work Country Profiles.

The project Monitoring and Assessing Progress on Decent Work (MAP) (2009–2013), funded by the European Union, works with government agencies and employers' and workers' organizations to strengthen their capacity to monitor and assess progress towards decent work in their own countries. To date, the MAP project has supported nine countries (including Bangladesh, Brazil, Cambodia, Indonesia, Niger, Peru, Philippines, Ukraine, Zambia) in collecting data and identifying and compiling decent work indicators. The compiled indicators form the basis of a Decent Work Country Profile, which is an integrated policy analysis that can be used to inform national programmes and policy-making on decent work. The project is also providing guidelines and tools for measuring and assessing progress on decent work.

The Decent Work Country Profiles cover ten substantive elements corresponding to the four strategic pillars of the Decent Work Agenda (full and productive employment, rights at work, social protection and the promotion of social dialogue). They compile in one document all available data on decent work, statistical and legal indicators, as well as analysis of gaps and trends on decent work. They facilitate the evaluation of progress made towards decent work and inform national planning and policymaking. The Profiles provide key information for designing and monitoring the Decent Work Country Programmes (DWCP) and represent an advocacy tool to mainstream decent work into national development policies. The compiled decent work indicators can serve as a reliable baseline at the stage of defining decent work targets, and as a powerful instrument for the monitoring and evaluation of the DWCP and national policies. They are developed with constituents in mind, and are intended to facilitate social dialogue and greater engagement of social partners in the design and implementation of policies and programmes for decent work and broader national development objectives.

This meeting brought together the producers and users of decent work indicators to share experiences and discuss main challenges for measuring and monitoring decent work at the national level. Participants included officials from national statistical offices, ministries of labour, and workers' and employers' organizations, ILO experts, and representatives from the European Commission and relevant UN agencies.

More specifically, it gave an opportunity to those countries which have participated in the MAP project to present lessons learnt from their experience in several important areas: how the ILO framework on measuring decent work has been applied; how it has been adapted to national priorities; what are the main challenges; and what are the tools and supports that are developed by ILO to respond to these challenges.

The discussion focused on the following themes:
- what is measured (indicators identified at national level, definitions);
- how is it measured (data collection tools, compilation and databases);
- for what purpose decent work is measured at national level;
- main outputs (national assessments on progress and deficits on decent work); and
- for whom (main users and links to policy-making).

The meeting was organized on 4 sessions: (i) discussion on relevant indicators for measuring decent work at the country level ; (ii) discussion on the best ways to collect data and measure the decent work indicators ; (ii) presentation of key findings of the Decent Work Country Profiles by national partners ; (iv) discussion on main outputs of the Profiles, policy linkages, and ways forward. The ILO methodology on the measurement of DW was presented and the ILO tools and guidelines to support Member States on producing decent work indicators and decent work country profiles were discussed during these sessions. In this context, the participants were invited to discuss in working groups on main issues and to present the main findings of their discussions in plenary sessions, followed by plenary discussions. In the last session of the meeting, two reports were presented by international experts: the first on the issue of data availability and data collection and the second on the issue of data analysis and producing Profiles on DW at the national level.

This meeting was intended to contribute to strengthening ILO constituents' capacities to measure and monitor decent work. This report on lessons learnt and main challenges is produced from all these discussions and main conclusions and recommendations have been formulated for tools and guidelines and on a global methodology for self-monitoring and self-assessment of progress towards decent work. This global methodology will be further developed and discussed at the MAP project's Global Conference in 2013, and presented at the 19th International Conference of Labour Statisticians.

Contents

List of abbreviations

AGS	Advisory Group on Statistics
ASEAN	Association of Southeast Asian Nations
BBS	Bangladesh Bureau of Statistics
BLES	Bureau of Labor and Employment Statistics
BPS	Badan Pusat Statistik - Statistical Office of Indonesia
CEACR	Committee of Experts on the Application of Conventions and Recommendations
CIS	Commonwealth of Independent States
DW	Decent Work
DWA	Decent Work Agenda
DWCP	Decent Work Country Profile
DWI	Decent Work Indicators
EPZ	Export Processing Zones
EU	European Union
GB	Governing Body
GDP	Gross Domestic Product
ICLS	International Conference of Labour Statisticians
ILO	International Labour Organization
ILO DWT	ILO Decent Work Technical Support Team
INEI	Instituto Nacional de Estadística e Informática
IOS-CUT	Instituto Observatório Social - Central Única dos Trabalhadores
KILM	Key Indicators of the Labour Market
LFI	Legal Framework Indicators
LFS	Labour Force Survey
MAP	Monitoring and Assessing Progress on Decent Work
MDG	Millennium Development Goals
MERCOSUR	Mercado Común del Sur
MoL	Ministry of Labour
NIS	National Institute of Statistics
NSDS	National Strategies for the Production of Statistics
NSO	National Statistical Offices
OSH	Occupational Safety and Health
RMG	Ready-Made Garments
SADC	Southern African Development Community
SDA	Statistical Development and Analysis
SSSU	State Statistics Service of Ukraine
TME	Tripartite Meeting of Experts
UNICEF	United Nations Children's Fund
UNESCO	United Nations Educational, Scientific and Cultural Organization
WHO	World Health Organization

Summary

The main findings of the meeting are summarized as follows:

1/ Presentations and discussions on the Decent Work Indicators

The ILO framework and the Decent Work Indicators had been presented, as well as the Manual on DW indicators (concepts and definitions). One of the purposes of the Meeting was to examine the extent to which the MAP countries have found this measurement framework useful in measuring their progress towards decent work and what adaptations were done to use this framework into national contexts.

The ILO framework on the measurement of decent work

The basic structure of the ILO Framework, with the 10 substantive elements linked to the 4 strategic objectives, was taken as given by all the countries when producing their country profiles. Globally, the ILO framework has been widely used by the countries in producing their country profiles and extensively implemented by countries.

Some countries have disaggregated many Decent Work Indicators (by race in Brazil, by province in Indonesia, etc.) and adapted some indicators given data availability.

Differences between national and international definitions for certain indicators were discussed. Some participants pointed to their national definition of different indicators, which differ from international definitions (underemployment, informal employment…). Some participants called for a standardisation of statistical definitions across the donor community which fund national surveys, like in Cambodia (unemployment is defined differently in the LFS and the socio-economic surveys).

Some indicators proposed in the ILO framework were discussed. For instance, real wage indicators need to be related to national poverty lines; low pay rates (i.e. the share of workers earning less than 2/3 of the median wage) offer only an indicator of relative wages (i.e. the wage distribution in the economy), and no insight into whether those wages are actually sufficient to live or not.

Some further guidance has been required to help countries to better use the ILO framework for preparing their country profile. It has been recommended that ILO should make progress with developing the two future indicators that were indicated as such (labour underutilization rate and indicator for fundamental principles and rights at work) and should make decisions on the use of the other future indicators, and examine the possibility of propagating some of the nationally identified new indicators.

Tripartite process of agreeing on national Decent Work Indicators

The consensus building tripartite process used by MAP is an important reason for its success. Globally, participants mentioned that tripartism was well insured under the MAP project and tripartite national consensus had been reached on the process of agreeing national Decent Work Indicators. Participants mentioned the need to involve tripartite representatives from the beginning of the process and to invite the same representatives for the tripartite discussions and events organized under the project; they also mentioned that governments should take a stronger lead in coordinating the process of developing national DWIs.

The success of the process varies among the MAP countries. In the case of Philippines, the process of identifying and developing Decent Work Indicators is due to the relatively

longer standing experience with decent work issues: the Philippines had engaged in several projects (before the MAP project) aimed at developing statistical capacities to measure and assess decent work. In Brazil, the process is very well advanced given the high national capacities and political commitment. In Peru, statistical capacities are high but the process has been slowed down by the absence of political/tripartite consensus.

Data collection issues

The MAP countries used generally Labour Force surveys and other household surveys (living standards, household budget, integrated) to compute most of their DWIs, since the vast majority of the indicators require individual data from household members. For indicators relating to substantive elements 8, 9 and 10, the data came from administrative sources such as ministries for labour, of health and of education as well as social security institutions. Two countries used establishment surveys to compute few indicators (occupational injuries and those relating to stability and security at work). It has been recommended that countries should be encouraged to use their labour force surveys to collect data on trade union membership and occupational injuries, as the indicators derived from them are of good quality and/or coverage.

The production of regular data and the lack of effective coordination of the national statistical system were raised. It has been recommended that countries should intensify their efforts to search for the funds within the context of their National Strategies for the Production of Statistics (NSDS) instead of depending of donor assistance. Without such regular surveys, the Country Profiles will not be of much use for policy purposes as it will be based on out-dated statistics or will not have the statistics to carry out any trend analysis to assess progress.

Given the irregularity in data availability and differences in the timing of production of data by providers, it may be useful for countries not to aim to review Country Profiles in its entirety each time. Instead countries could aim to review different aspects of the profiles as frequently as the data becomes available. In any event, countries should continue to explore and use to the maximum all data sources available to them.

It has been stressed that a major area for future improvement needs to be administrative data, which remains the weak link in almost all countries. Also, the establishment of "decent work databases" is difficult given institutional and financial constraints. The rapporteur noted that to be sustainable, statistical systems have to be needs based and user driven. He mentioned that countries should consider integrating the DWIs into their national socio-economic information system in a way similar to the database system created by the ILO Statistics Department.

2/ National assessment on decent work - The Decent Work Country Profiles

All participating countries provided their national experiences. Each country took away several useful examples from the other countries' experiences.

Participants in the meeting repeatedly mentioned and discussed the tripartite process of consultation required by MAP to produce Decent Work Country Profiles. Tripartite consultation at the national level is used to identify an agreed set of decent work indicators as well as to approve drafts of national Decent Work Country Profiles.

The consensus building tripartite process used by MAP has been an important factor of its success; tripartite consultations used to identify an agreed set of decent work

indicators and to approve drafts of Decent Work Country Profiles, appear to have (i) helped build a national ownership of the decent work indicators as well as the Profiles, (ii) helped increase interest and advocacy for the multidimensional nature of decent work, (iii) helped provide a reality check on the Profiles, and provide a fact-based basis for social dialogue.

National ownership: in Zambia, for example, national ownership of the DWI and DW Profile development process had been strengthened by the presence of a Zambia Decent Work Programme Advisory Committee, which is chaired by the employers. This model is also pursued in Cambodia in the form of a tripartite steering committee for decent work.

Improvements of national assessments

The DW assessments in the format of Decent Work Country Profiles have been developed on the basis of the ILO methodology. The rapporteur encouraged to develop the links and interactions between indicators and dimensions since analysing and assessing indicators in isolation does not make for a holistic view of the decent work landscape, and for informed policymaking either. Different recommendations were formulated to improve the Profiles. For instance, readers would benefit greatly from more background information on the country than is presently provided, or would benefit from knowing something about the situation in other similar countries as regards both legal framework and statistical indictors of decent work.

Decent Work Country Profiles were much more interesting and much easier to follow and read when they used figures and graphs. Another advantage of figures and graphs is that they encourage analysis of interrelationships between decent work indicators and so increase integration between different decent work indicators in Country Profiles. Also, it is important for Decent Work Country Profiles to report values for decent work indicators by gender and for major disadvantaged groups. Finally, Country Profiles should succinctly draw conclusions for readers about overall progress toward decent work based on the wealth of information presented in Decent Work Country Profiles

Way forward

Participants from all countries in the meeting mentioned the desire to produce *regular Decent Work Country Profiles in the future*, and the discussions suggested to do it in an annual or bi-annual basis for the countries with advanced statistical systems or every 5 to 10 years for countries without advanced statistical systems; regardless the periodicity, it makes sense for countries to regularly report on progress towards decent work - especially within the DW Country Programme cycle - that will provide tripartite partners with accurate information and will have the added advantage of maintaining and improving decent work statistical an legal framework information systems.

Finally, *two possible extensions* for Country Profiles were mentioned in the meeting:

(i) *provincial and possibly municipal decent work profiles*, which is needed for large and diverse countries since one national value for Decent Work Indicators may be of limited value given major regional differences within these countries; in Brazil, decent work profile chapters have been produced for 27 provinces, drawing on regional datasets for DWIs, in Indonesia provincial profiles are developed; and Philippines is currently examining the development of provincial profiles.

 (ii) *decent work profiles for groups of countries at sub-regional or regional level*, or at regional institutions level such as ASEAN, EU, SADC, MERCOSUR, since countries in

a region or in an economic group have much in common as regards working conditions, and data availability (a first work has started for Africa, see the ILO report on Decent Work Indicators in Africa, 2012); the participants of the meeting requested ILO support for greater interaction between countries within regions; regional type decent work profiles would help improve the quality of the country profiles as well as the quality of statistical instruments (each country will learn from best practices in other similar countries), would be very informative for the tripartite partners (which countries are participating to the progress made at the regional level) and would add perspective to the national profiles (by taking into account regional opportunities/constraints to achieve national decent work targets).

Part I. Report on the four sessions

Introduction

The Meeting on Measuring and Monitoring Decent Work was organized in four sessions[1].

Session 1: The ILO framework on the measurement of decent work and the manual on decent work indicators were presented and discussed. The importance of decent work indicators and labour statistics has been highlighted. Since the information on decent work is derived from various sources, the data collection methods developed by national partners and the ILO have been discussed. The ILO framework on the measurement of decent work developed in 2008 has grouped the decent work indicators under the 10 substantive elements of the Decent Work Agenda. It has been stressed that this framework aims to provide a template of international relevance that permits the adaptation to national circumstances. The Manual on Decent Work Indicators (concepts and definitions) has also been presented; it is intended to function as a pragmatic tool in order to provide a basic understanding of how to define, calculate and interpret statistical and legal framework decent work indicators. It was recalled that the legal framework indicators provide valuable information for interpreting statistical information.

Session 2: Countries' experiences on identifying relevant decent work indicators at national level, on improving statistical instruments and national databases on decent work were discussed based on the working group meetings. Furthermore, key statistical instruments to collect decent work data were presented by the ILO and the toolkit on the LFS questionnaire under preparation was presented. The new ILO statistical indicator database "ILOSTAT", and the EPLex and NORMLEX legal databases of the ILO were presented. It was followed by a brief discussion on ILO tools and databases. Regional initiatives from Africa and Latin America were presented and followed by a discussion on the main achievements and challenges of developing databases.

Session 3: Countries' experiences on developing Decent Work Country Profiles were discussed, after a presentation of the purpose and objectives of the Profiles by the ILO. Each country presented its own experience on developing the Profile. The main results, main challenges, and use of the Profile were emphasized by most countries. Social partners were given the opportunity to add comments to the presentations which was followed by a discussion on specific aspects relating to the developments of the Profiles.

Session 4: This last session was focused on the lessons learnt with regard to data collections and data analysis on decent work. It was noted that the measurement of progress on decent work was indispensable for achieving decent work. It was stressed that the process on identifying relevant indicators at the national level is important. It was suggested that the ILO should consider the development of further indicators on specific issues (such as migrants and sustainable development). Furthermore, it was suggested that qualitative methods should also be used in order to understand progress on decent work in specific country situations. National assessments on decent work (Profiles) are key in encouraging an informed social dialogue at the country level. It was encouraged to improve the links between the eleven chapters of the Profiles since the different dimensions of decent work are heavily interlinked, and to update these national assessments on a regular basis, in an appropriate format (by updating on specific issues on annual basis).

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[1] More information can be found in the presentations that are available on the ILO/MAP website. www.ilo.org/map

Opening remarks

The opening remarks of Mr Stephen Pursey focused on the background of the measurement of decent work and the MAP project. Mr Rafael Díez de Medina drew attention to the collaboration between the different departments of the ILO and tripartite constituents with regard to the development of statistical indicators. Information on the support of the MAP project by the EU was provided by Mr Marco Ferri who pointed out that the EU believes that decent work will lead to social justice and poverty reduction. Ms Naïma Pagès gave an insight on the methodology used to develop DWI and on the activities conducted under the MAP project.

Stephen Pursey, Director, ILO/INTEGRATION

Mr Pursey began with his opening remarks by welcoming the fact that the MAP meeting had brought together persons who are working on the measurement of decent work in practical terms from all over the world.

Background information on the concept of decent work and its measurement were then explained. The concept of 'decent work' was introduced by the Director General of the ILO, Juan Somavía, in his first report to the International Labour Conference in 1999. It was coined in order to integrate all the actions carried out by the ILO under one concept. The term "decent" was intended to describe something more than basic and acceptable whereas the term "work" was used purposefully in order not to exclude informal workers, which were a particular concern for Somavía, who is notably the first Director General of the ILO from a developing country. It was pointed out that it is important to understand that decent work carries both quantitative and qualitative aspects. The decent work idea was caught up rapidly by the UN and also by other regional organizations. Furthermore, the 2004 World Commission Report on the Social Dimension identified decent work as crucial in the assessment of the benefits of the global open market system for individuals.

Mr Pursey further noted that one year after the publication of the 2004 World Commission Report on the Social Dimension of Globalization, the EU Trade Commissioner Peter Mandelson pointed out that it would be useful to understand whether trade opening helps the creation of decent work. The question how this can be measured came up within this regard. In addition, the 2008 International Labour Conference adopted the 2008 Declaration on Social Justice for a Fair Globalization, which supports the assessment on progress towards decent work. Thus, the international Tripartite Meeting of Experts (TME) on the Measurement of Decent Work held in September 2008, developed a framework for the measurement of DW consisting on a parsimonious list of DWI relevant for all countries, even though categories of indicators which were considered as desirable but not yet developed and not relevant for all countries were identified for future consideration. Subsequently, this list was submitted to the Governing Body (GB) which invited the ILO to develop Decent Work Country Profiles on the basis of the general framework. The aim was to compare progress towards decent work over time. While standardized structure of Decent Work Country Profiles makes it possible to compare and learn from the experiences of other countries, they do not provide a ranking system. Even though this issue had been considered by the TME it was avoided because of a various number of potential difficulties.

Mr Pursey emphasized the importance of the support of the EU for the MAP project. Given that the MAP project has now passed the mid-stage it is possible to draw from the experiences made so far. Mr Pursey concluded his opening remarks by expressing his hope that the MAP meeting would lead to answers to the following question: How is the measurement of decent work working in practice? Has the framework proposed by the

ILO been useful and feasible? What are the problems? Is it helping the ILO to help you? On which priorities should there be a focus? It was highlighted that the outcome of the MAP meeting will inform the remaining part of the MAP project (development of manuals and toolkits as part of the global methodology for the measurement of DW) as well as the overall work of the ILO. The GB is also interested in the MAP project and will be informed in March 2013. Mr Pursey noted that the framework on the measurement of DW can also contribute to the knowledge management system of the ILO which the Director General aims to improve.

Rafael Díez de Medina, Director, ILO/STATISTICS

Mr Díez de Medina welcomed the tripartism of the MAP meeting which has been extended by the presence of the national statistical offices. It was pointed out that representatives and field colleagues from ten countries were present at the MAP meeting. He also welcomed the other ILO units which have contributed to this project. Furthermore, Mr Díez de Medina emphasized that the ILO has now adopted a new knowledge management strategy. This strategy includes a statistical pillar, which is coordinated by the STATISTICS department and is central to the knowledge management strategy of the ILO, particularly for the formulation of policy recommendations on empirical evidence. Within this new knowledge management strategy, a single source for statistics, ILOSTAT database will provide easy access to constituents by country and by topic. Mr Díez de Medina underlined that internal and external efforts have to be focused on the development of such a database. The MAP project has helped to compile decent work data from different sources, in cooperation with constituents and technical experts with success. This meeting is a good opportunity to discuss these issues and the ILO supports (that will continue to be provided after the project), since the ILO is working on labour statistics by developing standards and definitions and providing technical support. Furthermore, the ILO will be hosting the International Labour Statistician Conference in October 2013 which sets statistical standards agreed on in a tripartite manner.

The cooperation on the development of the Manual on DWI which has proven to be an excellent example of cross unit cooperation within the ILO was underlined. Furthermore, a Manual on the measurement of informal employment has been developed by the STATISTICS department, which has a key role in giving technical advice to countries and in supporting them through trainings. It was added that the activities of the MAP project have been coordinated with the STATISTICS department. The capacities of the Ministries of Labour (MoL) and National Statistical Offices (NSO) on labour statistics and on the production of DWI have been improved. Mr Díez de Medina concluded his opening remarks by making clear that this type of technical assistance has been important and will ultimately ensure the sustainability of the development of DWIs. It will help to identify challenges in the relationship between the national statistical offices and the relevant ministries in order to identify how to coordinate the interactions on the compilation of decent work statistics.

Marco Ferri, Delegation of the EU to the UN in Geneva: The EU contribution to the Decent Work Agenda

Mr Ferri started his opening remarks by giving some background information on the development of the MAP project. In 2000, when the Millennium Development Goals (MDG's) were developed, decent work indicators had not been part of the discussion. The EU has aimed for many years to make DWI part of the Millennium Development Goals. In 2005, this aim was finally achieved during the Millennium Development Goals World Summit. It was stressed that this can be regarded as recognition of the importance of decent work for the achievement of social justice as promoted by the ILO. Decent

work is endorsed by the EU because it is believed that it encapsulated social justice. Decent work is about development and poverty reduction. The goal of the development cooperation is poverty reduction, so this explains why the EU supports decent work. Decent work is about certain values which are supported by the EU. It was further explained that countries which are growing economically should link growth to social justice. Decent work is not only about employment but also about governance and institutional capacities. The EU Program "Investing in People" covers all the Millennium Development Goals, but also supports the development of a methodology on measuring the quality of employment. Mr Ferri noted that the EU carries out various different projects together with the ILO within this framework. The program of the MAP meeting is in line with the objectives of measuring progress towards decent work, and it is also in line with the objective of sharing best practices and encouraging social dialogue in the spirit of tripartism. The key objective of the project has been to develop a platform to share experiences between countries facing similar problems, and to learn from each other. The MAP project is an important ILO/EU project for developing a self-assessment methodology for decent work. The conference will discuss main challenges with regard to assessing progress decent work. It will make it possible for social partners to know how the other countries are performing and to evaluate the different policies. The development of this methodology will address the needs of at least three different areas: development of indicators, data collection and policy analysis. If the objective is reached this will encourage member states of ILO develop regular monitoring on decent work, which is an important step because all policies should be based on knowledge bases.

Naïma Pagès, MAP- ILO/INTEGRATION: The MAP project: a pilot process to implement the global ILO framework on the measurement of Decent Work

First of all, Ms Pagès stressed that the issue of decent work does not only relate to the question whether people are working, but also to whether they have decent work in these different dimensions.

The Decent Work Agenda (DWA), endorsed by tripartite constituents, has also implications with regard to the measurement of decent work. All workers, including the most vulnerable workers and those working in the informal economy, should be considered within the socio-economic context. Ms Pagès noted that during the TME on the measurement of decent work (September 2008), the importance of the use of systematic statistical and legal information in a complementary manner had been regarded as essential in order to address all aspects of decent work. The list of DWI proposed by the TME has included 10 substantive elements related to the four pillars of the DWA. Furthermore, it was stressed that the GB decided on certain basic principles when it comes to the measurement of decent work: (i) the purpose of the development of DWIs was to assist constituents in assessing progress towards decent work and to offer comparable information for analysis and policy development, (ii) the framework was to be tested in a number of pilot countries by developing Decent Work Country Profiles; (iii) information should be derived from existing statistical and legal information from national sources.

With funding from the EU, the MAP project provides full supports to strengthen national capacities to monitor and assess progress on DW. This project is implemented by the ILO for a period of 4 years in 9 selected pilot countries. The objective of the project is to develop a global methodology to strengthen countries' capacity to monitor and assess progress towards decent work. The project activities are implemented at national, regional and global level and include support with regard to data collection, social dialogue, policy analysis, media campaigns, training and knowledge sharing, tools and guidelines on data collection and data analysis, and the production of manuals on the

global methodology which will encourage further countries to develop their own assessments.

Ms Pagès explained that the methodology developed under the MAP project will help to strengthen national capacities. Within this regard she pointed at national background studies which give an overview of all existing programs and project activities related to decent work and all existing data collection instruments, and the presentation of national surveys to determine data availability and gaps. National efforts have been conducted to improve statistical instruments with technical assistance from the ILO: on LFS questionnaire design, on specific modules on DW used in conjunction with labour force surveys or other instruments to collect decent work statistics, on sample design, data tabulation, and administrative data compilation. The data compilation of all available data to produce the DWIs (both statistical and legal) has been led by the NSO and the MoLs. Training workshops on data analysis and data compilation were held and training materials developed.

Furthermore Decent Work Country Profiles were developed to analyse the trends on decent work, main progress achieved and the remaining gaps by taking into account the social and economic context of each country. The development of the Decent Work Country Profiles was led at national level, either by Tripartite Technical Committees or Steering Committees of DWCP. The results of the Decent Work Country Profiles were validated and discussed in tripartite workshops.

Ms Pagès stated that the purpose of the MAP meeting was to share experiences from the pilot-countries covered by the MAP project, and to discuss challenges for measuring, monitoring and reporting on decent work at the national level. It is important to get an understanding of what is measured (indicators, definitions); how it is measured (data collection tools, compilation and databases); for what purpose decent work is measured at the national level; main outputs (national assessments on progress and gaps); and for whom (main users and links to policy-making). The main outcome of the meeting will be a full report on lessons learnt. The report will also be important input for the global methodology to be discussed next year at the global conference (mid-2013, Brussels), as well as for the report to the GB (March 2013) and the next ICLS (October 2013).

1. The ILO framework on the measurement of Decent Work and its application at the national level (Session 1)

Chairpersons: Rafael Díez de Medina and Stephen Pursey

Ms Monica Castillo gave a detailed presentation of statistical indicators on decent work. She identified the challenges with regard to the development of statistical indicators and suggested possible solutions. Ms Claire La Hovary pointed at the specificities with regard to the development of legal framework indicators and proposed that further thought should be invested in improving the estimates of the coverage in practice of the law.

Statistical indicators and international definitions, Monica Castillo, ILO/STATISTICS

Ms Castillo focused her presentation on the measurement framework on statistical indicators and on the Manual on DWI. It was stressed that the DWA has been endorsed by the ECOSOC, Presidential Summits and Head of State Summits in all regions, UN system, and the European Union. DW statistics are important at all times but take on a particularly critical role during the moment of global crisis. DWI can be adapted to national circumstances and used to monitor: DWCP; Poverty Reduction Strategy (PRS); and National Development Frameworks. There is an increased recognition of the role of decent work in reducing poverty and progressing towards economic development. The measurement of DW is therefore also essential.

Ms Castillo explained the process of data collection as follows: tripartite constituents define the decent work policy areas to be targeted, then the decent work indicators to meet the needs for monitoring DWCP; data collection entities cooperate in order to produce the necessary statistics: the NSO develops and maintains surveys to collect data on key decent work variables and the MoL and other ministries develop and maintain administrative records that produce data on key decent work variables. The information for the decent work indicators is derived from various sources: household and establishment surveys, administrative records, qualitative information, among others. The aim is to have a template of international relevance that permits the adaptation to national circumstances. This template has potential to evolve over the years and the purpose is to develop further indicators as needed. This could be discussed in a meeting of experts in the future.

There is a set of 18 main indicators which are considered to be a parsimonious core set of indicators to monitor progress towards decent work. There is a list of additional indicators which can be used where appropriate, and where data are available. There is set of context indicators which provide information on the economic and social context for decent work. There is a list of future indicators, which are currently not feasible, but could be included as data become more widely available. Finally, there is a list of 21 Legal Framework Indicators (LFI). A disaggregation by sex is undertaken in order to look at the gender dimension of the DWI. Countries are invited to review full set and select the ones they consider relevant to their situation. The Manual on DWI is intended as a pragmatic tool to provide a basic understanding of how to define and interpret statistical and legal framework decent work indicators. It is designed for both users and producers of statistical and legal framework information on decent work. The manual is divided into two sections, while the main body is reflected in 11 chapters. Ms Castillo pointed out that the Manual on DWI has benefitted from EU support through the MAP

project. Each chapter of the Manual contains five sections (measurement objective and rationale, method of computation, concepts and definitions, recommended data sources, metadata, and disaggregations, interpretation guidelines).

The Manual seeks to provide guidance to countries on measuring decent work; to promote international comparability of decent work indicators, and to promote coherence in concepts and methods. Potential challenges have been outlined: a list of Decent Work Indicators needs to be identified on a tripartite basis; national circumstance may require the inclusion of further indicators; interpretation of the indicators requires careful analysis of national circumstances and integrated analysis of the selected indicators; some indicators are still under development; finally, guidance to data producers on effective communication of indicators and trends analysis with concrete examples using real data to illustrate trend analysis is not included in the Manual, but will be provided in forthcoming Guidelines on analysing decent work indicators.

Legal framework indicators and International Labour Standards, Claire La Hovary, Legal Specialist

Ms La Hovary emphasized that the importance of taking into account of legal framework for realizing decent work has been expressed by Juan Somavía, ILO Director- General in 2001: "Normative action is an indispensable tool to make decent work a reality." Furthermore, the ILO Declaration on Social Justice for a Fair Globalization emphasizes the role of international labour standards as a useful means of achieving the four strategic objectives of the decent work agenda. All aspects of decent work have a legal dimension.

While labour laws are not sufficient in order to achieve decent work, well-drafted, inclusive and fully implemented labour laws are a prerequisite for achieving decent work at the country level. Good laws can contribute to securing the decent work agenda and its implementation. National law may help to clarify what decent work implies in the country context. The need to combine statistical and legal indicators has been acknowledged by the ILO when developing DWIs. While statistical indicators focus on the outcome on achieving decent work, the LFI focus on the process of achieving decent work. The LFI are descriptive and aim to give a snapshot on the predetermined topics relevant to decent work. 21 indicators are provided on each country. The description of these indicators in the Manual on DWI is divided into four sections: scope of the LFI, description of the main ILO conventions, and a set of questions which are indicative. The LFIs have the following sections: Law, policy, institutions; qualifying conditions; financing; evidence of implementation effectiveness; coverage of workers in law; coverage of workers in practice; and ratification of ILO conventions. The coverage in law and coverage in practice issue concerns 14 different LFIs. The law usually covers varying parts of the workforce. Thus, estimates are trying to capture what part of the workforce the law applies to. There could be different reasons for which the law may only apply to a certain group of the workforce: avoidance to apply law, or lapses in governance. However, for most countries it is impossible to estimate these numbers. Therefore, Ms La Hovary suggested, that more consideration should be given on how to calculate coverage of the law. She made clear that the databases of the ILO and government websites are used as sources for the compilation of the LFIs. However, the existing databases have gaps and do not cover all the areas which are relevant to decent work and therefore need to be complemented by other sources. National experts have better access to relevant laws, and are generally responsible for the compilation of the LFIs. Finally, it was maintained that LFIs provide valuable information for interpreting statistical information. They can explain changes in the statistical indicators which can lead to a complete vision on where a country stands and what can be improved.

Discussion on statistical indicators and legal framework indicators

Mr Absal Shaquib Quoreshi from the Bangladesh Employers' Federation asked whether there were plans to adjust the DWI to the informal actors as well, since large proportions of the workforce in developing countries are engaged in the informal economy. It was remarked that legal framework indicators do not take into account the informal economy.

Mr Adam Greene from the United States Council for International Business noted that some of the titles of the DWI had been changed and that some DWI had been introduced after 2008 such as the indicator on precarious work. It was asked when this change had happened given that this is a contentious issue.

Mr Rafael Díez de Medina pointed out that even though the TME decided on a parsimonious set of DWI, indicators on informality do exist. Yet, the ILO and ICLS have moved beyond this. Since 2002, the ILC has dealt with the question of informal economy. A Manual on the Informal Economy has been launched which recognizes the importance of the informal economy and informal employment, in particular in developing countries. This Manual provides an in depth analysis and suggestions on this question.

Ms Claire La Hovary made clear that informal workers, by definition, are not covered by the law. However, even if the law only applies to small proportion of the workforce, it is important to know to whom they apply to in order to eventually increase the scope of the law or to see whether the scope of the law is already quite large but it is not applied in practice which could be addressed through other methods, such as increasing labour inspection or increasing awareness of the law. Ms La Hovary stressed that this why legal information remains very important.

Mr Stephen Pursey added that the ILO does want to cover the informal economy. However, there are challenges. It is important to understand who is in the informal economy. There are cases where workers have one foot in the formal and one foot in the informal economy. Therefore this is a very challenging issue.

Ms Monica Castillo expressed that one of the main statistical decent work indicators is informal employment. The Manual on DWI refers to informal employment as defined in the guidelines of the ICLS from 2003 and recommends analysing employment in the informal economy. Also, the TME (September 2008) provided a template for the DWI but recommended that the ILO would develop these indicators (especially the "future indicators"). The ILO therefore developed some future indicators, based on ICLS standards, for example, the precarious employment rate which refers to precarious employment as defined by the 1993 ICLS resolution on status in employment. These recent developments could be discussed in a meeting of experts in the future.

Mr Rafael Díez de Medina added that the ICLS is a strong body which is concerned with all dimensions of employment and draws from the expertise of statisticians. However, statisticians are now faced with new issues and challenged which need to be and will be addressed.

2. Countries' experiences on improving statistical instruments and national databases on decent work (Session 2)

Chairperson: Monica Castillo, ILO/STATISTICS

Asia countries' experience (Bangladesh, Cambodia, Indonesia, Philippines)

Teresa Peralta, Bureau of Labor and Employment Statistics (BLES), Department of Labor and Employment on behalf of the Asia group (Cambodia, Bangladesh, Indonesia, Philippines)

Ms Peralta presented the findings of the Asia working group on the question of statistical instruments and national databases on decent work.

The first question concerned the identification of DWI in the respective countries, the relevance of the ILO framework, and possibilities for improvement:

- All representatives from Bangladesh agreed that the ILO framework on the measurement of decent work is very relevant. This agreement is reflected in the national development plan. Furthermore, tripartite consensus has been achieved in Bangladesh on the introduction of additional indicators such as school enrolment which can be compiled from the Labour Force Survey (LFS).

- All representatives from Cambodia expressed that the ILO framework on the measurement of decent work is very relevant. The employers organizations in Cambodia would have liked to have been consulted earlier which could have given them more time to discuss the indicators more thoroughly with the government.

- All representatives from Indonesia expressed that the ILO framework on the measurement of decent work is very relevant. The National Midterm Development Plan reflects decent work concerns. There have been full and productive consultations, although employers voiced concerns about consistency of representation among constituents. The employers asked for greater government leadership in discussing decent work issues. The government pointed out that it would like to add an additional indicator on underemployment, as well as developing provincial profiles. And it was announced that Indonesia has started to work on provincial decent work indicators compilation for developing provincial profiles.

- All representatives from Philippines have stated that the ILO framework on the measurement of decent work is very relevant. The early involvement of the Philippines with regard to the DWA dates back to 1999 and the Philippines are now in the fourth DWCP cycle. The workers' representatives suggested the addition of an indicator on health (tuberculosis). With regards to data sources, regular LFS do provide data for the production of DWI, but administrative statistics, particularly on social security, remain weak. The social security system is fragmented (different systems with regard to public and private sector workers) which creates problems for data collection under the same statistical system. Most DWIs have been produced based on the global ILO list, but the BLES has concerns about the indicator on time related underemployment. It was

suggested to improve this indicator because it underestimates the extent of underemployment in the Philippines.

The second question was related to priority lists of DWIs: in all the countries of the Asia group, a short list of priority DWIs has been identified in order be used for designing and monitoring the DWCP or national development policies

- In the Philippines, for the first year review of the Philippines Labour and Employment Plan, priority Decent Work Indicators were discussed.

- In Indonesia, a core list of DWIs was identified for monitoring purposes, even though they could not be all compiled for the first DW Country Profile due to lack of administrative data.

- Bangladesh has selected 14 priority indicators by tripartite consultation and vote in 2010; including indicators on minimum wages (reviewed by sector).

- Cambodia has identified 20 priority indicators covering different dimensions of decent work, including informal employment. The Cambodian government had expressed the need to receive ILO support to strengthen data collection on the informal economy.

The third question was related to the main challenges in data collection encountered by constituents of Asia countries group:

- In the Philippines, most of the DW statistics come from the LFS, while administrative data is often not available; the right format and disaggregation may also cause difficulties. It was announced that the Philippines will launch an interactive database on decent work, when launching the DW Country Profile, and will develop a community based job generation program database. Also decent work still needs to be mainstreamed into other executive departments of the government, such as the Department of Trade and Industry.

- Bangladesh carries out an LFS every five years which has been considered as insufficient for developing regular national assessments on decent work. Thus it was suggested to carry out a LFS every year or every two years. Also, certain indicators are not available from LFS. When it comes to administrative sources, there is a need to develop coordinating mechanisms to obtain this data in a coherent manner from different government ministries.

- In Cambodia, some data, in particular from administrative sources, cannot be produced, and Line ministries do not coordinate the collection of administrative data. The Government does not have the financial resources for producing regular surveys, like LFS. The new LFS, which is supported by the ILO/MAP, will improve the situation, but a sustainable way on collecting labour statistics needs to be found. Also, the workers' representatives would like to see an indicator relating to corruption to ensure proper implementation of DW programmes.

- In Indonesia it was expressed that there are not many problems with regard to the production of most DWIs, except when it comes to administrative sources. Yet, the decentralized structure of the country was urged to be taken into account when developing Decent Work Indicators. It was announced that the quarterly LFS survey will be changed to monthly survey, from 2014 to allow for more frequent data on decent work.

The fourth issue was related to statistical definitions:

- The Cambodian representatives suggested that all specialized UN agencies that support the Government on data collection should use the same statistical definitions, which is currently not the case. National definitions should follow international definitions in order to enable cross country comparison.

- The Bangladesh representatives expressed that the BBS tends to follow international definitions, with exceptions such as minimum age for admission to employment which will be changed to 15 within the framework of a legislative reform.

- In Philippines, it was conveyed that the national definition on youth includes persons up to the age of 30.

Africa countries' experience (Niger, Zambia)

Mr Oumarou Habi, Institut National de la Statistique (Niger) on behalf of the Africa group

The identification of national list of DWI : both Zambia and Niger went through the same process: several regional meetings have been held together with the ILO on decent work indicators and tripartite consultation workshops were organized at the national level. National list of DWI have been set up and short lists of priority indicators was determined. Niger selected 20 priority indicators and Zambia identified 12 priority indicators based on their relevance for national planning and monitoring.

Data collection issues: the main sources for the production of DWI are household surveys and administrative records. While there is a specific timetable for household surveys, there is no particular regularity on administrative data. But the regularity of the household surveys varies. Surveys on labour force and child labour are carried every three years in Zambia and on ad hoc basis in Niger, given financial constraints. Same challenges have been identified in both countries. Statistical offices face constraints in terms of financial resources and human resources. Collecting data from administrative records is not very straight forward. In addition, it is difficult to ensure that the data collected are taken into account by policy makers. Efforts are made to improve administrative records; in Niger specific units in line ministries responsible for compiling information from administrative sources have been set up recently. Zambia representatives raised a political issue, since policy makers do not really take into account decent work and its measurement; they highlighted the importance to develop direct links to policy making. Furthermore, it was pointed out that politicians have to be made more aware of decent work programme.

Statistical definitions: Niger representatives conveyed that problems of definition do not exist apart from the traditional definitions linked to work, employment and unemployment. It was noted that the work of disabled persons was not covered in the ILO framework. LFS questionnaires have been improved with ILO support and in Zambia questions on wages had been added.

In conclusion Mr Habi underlined that the major problem was the lack of financial and human resources. He made clear that both Zambia and Niger agreed that it would be important to set up a regional database on decent work indicators.

Latin America countries' experience (Brazil, Peru)

David Glejberman, ILO DWT and Country Office for the South Cone of Latin America on behalf of the Latin America Group

There had been extensive discussions within the Latin America Group which meant that not all issues could be addressed. There were many comments on the first two themes (the identification of Decent Work Indicators at the national level, data collection and statistical sources).

The identification of national list of DWI: the ILO framework on the measurement of DW has been adopted by the two countries. However, there were some difficulties in reaching consensus on indicators on social dialogue with tripartite partners. Constituents of both countries discussed the possibility to include additional indicators, and the main concern had been on the indicators for child labour and working time. Another concern was the definition of forced labour: the ILO definition is different from the Brazil definition, which can lead to misunderstandings. In the case of Brazil the employers would like to include indicators on productivity at the sectorial or enterprise level and to complement the indicators related to dismissals by information on the capacity of enterprises. Also, it was mentioned that there is no indicator linking innovation at work and innovation in technology.

Priority Decent Work Indicators identified at national level for monitoring DWCP: in Peru, in 2010, there was a tripartite meeting where an agreement on 14 priority indicators was reached; 12 of them can now be calculated on the basis of available information and the others would require additional data collection; the 14 indicators can be analysed by location (rural-urban) and gender. Based on the tripartite workshop of 2009, Brazil added further indicators for national assessments and selected core indicators that might be used for the monitoring and evaluation of the Decent Work Country Programme; there have been consultations on the drawing up of a plan on youth agency which uses core DWIs and in addition 26 workshops have been held at regional level where the indicators were presented. In Peru, the Decent Work Country Programme is still under discussion, but the Decent Work Indicators identified in 2010, could contribute to the design of the future DWCP.

The Latin America participants mentioned that in the Latin America region, there are also regional, sub-regional, and country initiatives to better measure decent work. At the regional level there is a commission as part of the Americas Conference on Statistics which brings together eleven countries. At the sub-regional level countries of Mercosur (Common Market of the South) have been working on harmonizing labour statistics and they have been able to draw up a subsystem on decent work. There is also an Observatory of the labour market in Central American countries and there is the ILO/ITC/EC project (RECAP) covering four countries in Central America, currently working on a pilot LFS questionnaire for Costa Rica.

Finally, Ms Castillo maintained that in Latin America, many countries have developed very advanced statistical systems, and most of them implement regular labour force surveys. However, there are still issues when it comes to administrative records. But Peru has made considerable progress on administrative data collection and the Peruvian delegation can share its good practices with the other countries.

CIS countries' experience (Ukraine)

Igor Chernyshev, ILO on behalf of Ukraine

Ukraine has been the only country from the Commonwealth of Independent States (CIS) represented during the meeting, since there is only one country of the region covered by the MAP project. However, the Ukraine is not representative of all CIS countries. In fact, it is a quite advanced country within the CIS countries. At the initial stage of the project, in 2009, Ukraine was included as a pilot country. A first tripartite meeting was held in 2009 and in 2010, a national specialist was engaged in order to continue the work with the assistance of the national statistical office, the MoL and academic institutes. The Decent Work Country Profile was prepared in 2009, revised and updated in 2010 and launched in a press conference in 2011. As a result, the Ukraine profile has been regarded as a major success.

It was noted that all the main indicators and some additional indicators were reflected in the profile. The analysis of all the Decent Work Indicators together has been more revealing than any other Ukrainian government report because they are parsimonious and reflect the main decent work deficits. Yet, the Ukraine wanted to include more indicators on specific areas of concern in the country. The missing indicators belong to "Work that should be abolished" (child labour and forced labour). Constituents refused to participate in measuring forced labour, while it is an important issue in Ukraine. It was argued that the political will is missing even though technical capacities exist. Furthermore, it was noted that there were some problems on compiling the indicators on adequate earnings. It has been suggested to include an indicator on labour migrant and to share the Ukraine experience with the other CIS countries through a regional knowledge sharing workshop.

Ms Castillo agreed that adding an indicator on labour migration could be interesting. It was suggested that countries should also think of other indicators relevant to their context which could then be discussed at a future global tripartite expert meeting.

Statistical instruments to collect decent work data

Chairperson: David Glejberman, ILO DWT and Country Office for the South Cone of Latin America

Mr Ozel presented the key statistical instruments for the measurement of decent work indicators by pointing at their advantages and challenges. Furthermore, a core LFS questionnaire, being developed by the STATISTICS department was presented.

Mustafa Hakki Ozel, ILO/STATISTICS: The key statistical instruments to measure Decent Work Indicators

There are four main sources: population censuses, household surveys (general, labour force, income and expenditure…), establishment surveys and administrative sources.

Household surveys cover persons in employment, unemployment, underemployment, hours of work, income, and other related data, plus information on the personal and family situation of workers. All residents are covered, with sometimes exceptions (like armed forces, child and older workers, persons in institutional dwellings, and migrant workers). Establishment surveys provide information on the number of filled posts; payments received; hours paid/worked; occupation; industry, etc. These surveys do not always provide information on personal and family situation of workers. They are designed to be useful for internal purposes and cover salaried employees in medium and large establishments. They may exclude managerial and peripheral staff. Administrative

records provide information with regard to persons seeking employment or receiving unemployment benefits, persons registered at the social security agency, registered or declared income, registered hours of work, occupation, industry, etc. There is usually no data available on workers' personal or family situation in administrative records. They are usually designed to be useful for administrative purposes. It covers those workers who are covered by registers, generally full time employees in the formal sector.

Mr Ozel emphasized that each of the presented statistical sources have their strengths and limitations. Household surveys provide a comprehensive coverage of the population. Detailed questioning permits precise measurement of statistical concepts for short reference periods. However, sampling prevents reliable estimates for small groups. And the data quality on income is lower. These surveys cover "sensitive" and employer-related topics, but cannot provide estimates of vacancies, training needs. These surveys are rather expensive. Establishment surveys have the advantage that they cover larger businesses. Payroll records can provide consistent and reliable data on income and employment by industry. In addition, this is the only source for data on vacancies and training needs. Yet, these surveys require constant updating of registers (births and deaths) and the rates of non-responses are high. The sampling prevents reliable estimates for small groups; and data items are limited by the available information in establishment's registers.

Administrative records are inexpensive but there is often a poor coverage, while it is expensive to maintain them up to date. Moreover, the data provided may not be reliable due to questionable reporting quality. In Manual on DWI, it has been noted that a population census was used 3 times; and household surveys were used 35 times to compile the decent work indicators. As a result, it was concluded that there is no single source for all indicators. Mr Ozel suggested that all available information shall be used. Quality and sampling issues shall be considered when looking at Decent Work Indicators.

Mr Hakki Ozel on behalf of Elisa Benes, ILO/STATISTICS on core module on Labour Force Survey questionnaires

Mr Ozel pointed out that a core Labour Force Survey was developed in order to provide countries a guidance that could be helpful for designing national questionnaires, to better measure decent work on the basis of a "model questionnaire". The purpose was to promote the application of international standards, sharing good practices, insuring international/regional comparability, and developing new methods. The target users are national statistical offices, ministries of labour, other ministries, ILO, other international organisations and regional offices. With regard to the content of the core questionnaire, various versions could be used. The LFS kit will provide: topics and section diagrams, questions and response options, derived variables and indicators, consistency checking and dummy tables. There will also be different options for the questionnaire: one basic questionnaire including main issues, a standard version and an extended version (including more detailed information). Mr Ozel illustrated a sample questionnaire, topic based instructions, question formulations, and response options in order to measure employment. It was further noted that the LFS kit will include the computation of derived variables. Once developed, it will be pilot tested for selected topics. The timeframe for the development of the model Labour Force Survey was also presented (a trial version will have been developed in January 2013).

The ILO Databases on Decent Work Indicators and regional initiatives

Chairperson: Monica Castillo, ILO/STATISTICS

The statistical database ILOSTAT, and the legal databases NORMLEX and EPLex were presented and their use in the development of DWI was outlined. Subsequently there was a discussion including question on the tripartite consensus with regard to the information presented in ILOSTAT and a presentation of the views of social partners in NORMLEX.

Edgardo Greising, ILO/STATISTICS: Statistical indicators database ILOSTAT

Mr Greising started by explaining the objectives behind the new information system ILOSTAT and stressed that there was a need to increase the coverage in terms of topics and countries. Modern technology and techniques will help to improve aspects of dissemination. The new system and its mode of dissemination were explained. The old system was data centred on a hierarchic database, while the new system is based on a client oriented approach and is more country centric.

The team dealing with data collection has been topic based, and will be organized on country basis. The new tools are more cost effective and the amount of information that can be dealt with could be increased. The new system does not rely on programmers, indicators and aggregations can be freely changed. Furthermore, the new system connects different databases and provides a unified interface so the user has easier access to a larger amount of information. The data can be accessed from different categories (country, subject, source, classification, collection, etc.). It was stated that 38 of 60 indicators will be able to be gathered through ILOSTAT.

Eric Gravel, ILO/NORMES: NORMLEX database presentation

Mr Gravel started his presentation by making clear that NORMLEX is not a purely indicator based database. It has been launched in February 2012 in order to merge four legal databases and information has been categorised on country basis. The database includes reference to national legislation, and a list of all ratifications. Furthermore, reporting obligations of member states are included. Compliance with international obligations can be accessed through the comments of Committee of Experts on the Application of Conventions and Recommendations (CEACR), whose full reports are accessible. The discussions of the Conference Committee on the Application of Standards on specific countries are also available and accessible from NORMLEX. Observations made of social partners are also accessible, increasing the visibility of social partners. Information on complaints and reports of the Commission of Inquiry are also made available. Thus, NORMLEX gives references to information on specific countries on a single page.

Corinne Vargha, ILO/DIALOGUE: EPLex database presentation

Ms Vargha explained that the Employment protection legislation database (EPLex) corresponds to a request of comparative information on termination of employment. The database does not duplicate the ILO database NATLEX because it actually codes national legislation. It provides information on 15 variables. It has been operational for four years and is now providing information on 95 countries. Countries are typically interested in comparison with other countries. The database is designed to cater for the needs of a broad range of researchers (including economists). It further enables to show the trends of legal systems. It provides standardized formatted information which sometimes causes difficulties because each country uses a different terminology. It was

pointed out that the advantage of EPLex is that it makes it possible to codify the information and make it comparable. The main source of the database is national legislation. There is rarely any information on court cases, except when it is available and it constitutes the main source of the law. The database does not consider public sector employees and focuses only on termination of employment by the employer. There is direct information on the scope of the law and on different types of contracts. EPLex can be browsed by country or theme. The advanced search function allows the comparison of certain aspects in different countries. The information is updated throughout the year, as soon as changes are available. The database also provides links to court decisions which refer to the ILO Termination of Employment Convention, 1982 (No. 158).

Discussion on databases

Mr Julio César Barrenechea-Calderon from the Confederación Nacional De Instituciones Empresariales Privadas from Peru asked why the views of social partners on cases at the Committee on Freedom of Association are not provided on the databases. It was pointed out that the ILO General Surveys are prepared by the CEACR which is not a tripartite body but consists of 20 experts from academia. It was noted that Convention No.158 on termination of employment has not been widely ratified. Thus, how could judgment on related issues be taken?

Mr Gravel ensured that all the reports send by Governments are also communicated to social partners. Most representative social partners may make comments on all the reports on the application standards. The CEACR takes also into account comments provided by social partners.

Ms Vargha explained that the information based on the EPLex database was not based on Convention No.158 but solely on national legislation in order to provide comparative information.

Mr Nazareth Farani Azevedo from the Permanent Mission of Brazil was interested to know whether the supervisory bodies of the ILO are playing any role in the development of the legal framework indicators.

Ms Claire La Hovary responded that there are no links between the legal framework indicators and the supervisory system.

Regional initiatives in Africa and Latin America

Regional initiatives on developing regional databases on DWI in Southern Africa, Western Africa and South America were illustrated.

Tite Habiyakare, ILO Regional Office for Asia and the Pacific

Mr Habiyakare noted that the Southern African Development Community has been in the process of developing a sub-regional database on labour market indicators. The development of a prototype has been first stage; at a second stage, a meeting to discuss on which indicators should be included was organized, with ILO assistance and MAP project support. The database is going to provide information for the main decent work indicators. The Zambian workers group representative had expressed that countries have approved the database and are now gathering the information for the database.

Honoré Djerma, ILO DWT for West Africa

Mr Djerma pointed at a project of the African Union aiming to harmonize labour related information systems in Africa, with the purpose to set up a database on DWI. A list of 18 priority indicators has been set up and the African nations were asked to provide relevant information to the African Union. In addition, in 22 African countries, information on DWI has been collected for 2000-2010, which will be a considerable contribution to the establishment of the database. Furthermore, the West African Economic Union decided to do develop a database on DWI at sub-regional level (sub-regional observatory on employment) and it come up with a minimum list of decent work and vocational training indicators. A conference is scheduled in 2012 to give close consideration on these indicators. The database will be run with the MAP project support in 2012.

José Ribeiro, MAP/ILO Country Office for Brazil

Mr Ribeiro recalled the work undertaken to improve the national household survey questionnaire, conducted together with the ILO/MAP; for instance, indicators such as trade union membership and reasons for membership have been looked at. He also mentioned that decent work indicators at regional level have been compiled and that Decent Work Indicators at municipal level will be developed as well as qualitative indicators through household surveys to look at the attitudes towards DW. In the MERCOSUR region, initiatives have been developed to harmonize decent work information.

Discussion on the main achievements and challenges on developing databases: lessons learnt and best practices among the MAP countries

Mr Rafael Díez de Medina stated that the session provided a snapshot of the different statistical instruments. The limitations of the different instruments have been identified and clarified. Given the diversity of national contexts, it is important to tailor methods accordingly. The question of how to sum up the information in databases has been addressed. It was argued that producing and compiling useful and accessible information are important issues to be considered. This is also important for other researchers and for awareness-raising. It was noted that that it is important to draw lessons from MAP activities on these issues.

Mr Adam Greene from the United States Council for International Business addressed the issue of data privacy and disaggregated data. He asked whether given the fact that there was a low response rate to enterprise surveys, it would make sense to introduce additional reporting obligations. Furthermore, he asked how tripartite consultation on statistical information can be ensured. Also, while it had been clarified that there would be no ranking based on the Decent Work Indicators, it would seem like the information provided would be sufficient in order to create a ranking.

Mr Rafael Díez de Medina assured that the privacy of data is ensured because the international community has agreed on certain standards and principles of international statistics. Respect for privacy is important for every statistical system in every country. If disaggregation reveals something about a specific enterprise, this is not revealed by the statistical office as customary norm. Response rates depend on whether the different offices have produced the data or not.

He affirmed that the ILO has a responsibility to raise the response rate but it has to be made clear that the ILO cannot produce the data. The ILO is only providing support for

producing the data. Also the sources are not external, but are compiled from the different official sources of the ILO which part of the coherence efforts of the ILO. Information coming through the ILO has always gone through tripartite consultation.

On the question of ranking, it was underlined that the ILO cannot prevent other researchers to undertake rankings. But the key decision of the TME has been that countries are not comfortable with weighting the different Decent Work Indicators and constituents were against rankings. It was made clear that the ILO will therefore not provide a ranking on DWI.

Mr Tite Habiyakare posed some questions to the representatives. In Asia-Pacific, UNESCAP had a meeting on data collection and it was said that any data beyond one year is useless for policy making. He asked the participants what they think of that. With regard to the problems raised on administrative data he suggested that Peru could comment on its good practices in this area.

Mr Alejandro Vílchez de Los Rios from the Instituto Nacional de Estadística e Informática (INEI) in Peru responded by emphasizing that different types of sources were used when dealing with administrative sources. It was expressed that they were ready to share their experience. He asked whether the information on different versions of the model labour force/household questionnaire would be provided by the ILO.

Mr Rafael Díez de Medina pointed out that the presentation on model questionnaire is a work in progress. It was stated that there were requests for model questionnaires in various areas of statistics relating particularly to household surveys, which has been developed over several years. The STATISTICS department is carrying out detailed work on developing modules. But the fixed master framework could be out of date and a static model would be dangerous, given the different national contexts. Therefore, the latest standard definitions were incorporated in a modular way so that countries can choose according to their needs. It is hoped to have it ready next autumn for the ICLS.

3. The Decent Work Country Profiles: national assessments on progress towards Decent Work and links to policy making (Session 3)

Chairperson: Stephen Pursey, Director, ILO/INTEGRATION

Decent Work Country Profiles: why, what, for whom, and links to policy making

Naïma Pagès, MAP- ILO/INTEGRATION

Ms Pagès presented the purpose and objectives of developing Decent Work Country Profiles. She explained that Decent Work Country Profiles constitute a national assessment on progress towards Decent Work. They compile all available data on statistical and legal indicators from the national list of DWIs, identified on a tripartite basis during tripartite discussions and workshops. The choice of statistical indicators is generally based on data availability and relevance according to country context. Further indicators will be developed by the ILO for the use of constituents, while several countries have already developed some of them. Indicators, both statistical and legal, may be added to reflect national circumstances and priorities. The DWI are computed from existing statistics (national surveys, administrative records) and from legal information compiled by the Ministry of Labour and other line ministries.

Decent Work Country Profiles intend to analyse trends on decent work over the last decade, main progress achieved and the remaining gaps by taking the socio-economic context into account. There are 11 chapters corresponding to the 10 substantive elements of the 4 dimensions of the DW Agenda: (1) Rights at work, (2) Employment opportunities, (3) Social Protection, and (4) Social Dialogue.

Decent Work Country Profiles are based on an integrated approach and combine statistical and legal indicators. Further, they take a fact-based rather than judgmental approach in their analysis.

An integrated analysis is provided by looking at the interactions between various dimensions of decent work. Qualitative and quantitative aspects of employment are analysed together which make it possible to take into account the cumulative effects and the interactions between various indicators. Decent Work Country Profiles are intended to reflect how different policies have impacted decent work at the national level, and also at sectoral or regional level (such as in Brazil and Indonesia). After various discussions on the Decent Work Country Profiles by national stakeholders and relevant ministries and validation by tripartite constituents, they are disseminated at the national level through a media campaign and launch event. Decent Work Country Profiles are key advocacy tools intended to include priority targets on decent work into national development plans, and national policies.

Decent Work Country Profiles are particularly important for designing and monitoring the DWCP. DWI are identified by tripartite constituents to prepare national assessments and key priority indicators are also identified for monitoring the DWCP (examples of Zambia, and South Africa were given). Once DWIs are computed and analyzed over a long period, these indicators can be used as baseline indicators and target indicators for designing the next DWCP or improving the monitoring system of the current DWCP. Therefore the Profiles need to be updated on a regular basis. The main challenge for

National Statistical Offices and Ministries is to produce regular data through surveys and administrative records.

Nikolai Rogovsky, ILO/INTEGRATION

Mr Rogovsky added details about the process of preparing Decent Work Country Profiles. The development of Decent Work Country Profiles is supported through the MAP project and the Policy Integration Department, and covers a wide range of countries. Tripartite validation through the constituents and local ownership is key. Before the finalization of the profiles the tripartite partners have the opportunity to comment and validate at least three versions of the profile. Generally, countries express an interest in the development of the profiles and ask for ILO assistance. While the Decent Work Country Profiles make sure that data collection is standardized, the most important aspect of the process is the validation process which consists of tripartite discussions. The validation process runs over few days and allows for social dialogue in an informed manner.

A large amount of knowledge has been accumulated on the development of the Decent Work Country Profiles and guidelines were developed accordingly. Some Decent Work Country Profiles were developed under difficult circumstances (political or data availability issues), with success. In many countries, the Decent Work Country Profile contributed to the development of the new DWCP.

Mr Rogovsky gave some examples. Namibia has expressed interest in developing a Decent Work Country Profiles because it has seen the South African example and hopes to define the priorities of the DWCP, and to standardize data collection. Moldova has also expressed interest in the profile aiming to bring its laws in line with international standards and the importance of statistical indicators has been acknowledged. Jordan, which is also a pilot country for the ILO Gateway, is another country which has expressed interest in developing a profile. Constituents and country office considered the profiles important for understanding decent work situation and links to policy making in Tajikistan, Kirgizstan and Mauritius.

Mr Rogovsky added some remarks on the Gateway which is a new tool for the ILO website aiming to bring the ILO databases together in order to make information more easily accessible. The Gateway enables country based searches and profiles information on country policies and the ILO documents on the country. More specifically, the database provides access to information on policy description, statistics, and the legal framework available. The Gateway has not been operationalized yet but it promises to facilitate the development of the Decent Work Country Profiles considerably.

Countries' experiences on developing Decent Work Country Profiles

José Ribeiro, ILO Country Office for Brazil, Brazil

Mr Ribeiro stated that the Decent Work Country Profiles was updated from household surveys data and administrative records. Brazil has undertaken disaggregations according to the 27 federations of the country in collaboration with the national statistical offices. There is a list of indicators, including labour productivity, employment opportunities, work that should be abolished (such as child labour in agriculture, forced labour) at disaggregated level. Disaggregations by unit reveal the contrasts within the country with regard to decent work. Indicators on child labour show a decreasing trend but with large variety between regions. Greater efforts have been made in order to develop new indicators relating to the thematic combining professional work and family life, such as the percentage of workers whose children go to crèches (given the lack of access to

nurseries in the country). Brazil has also seven new areas to be included, such as professional training, ethnic characteristics of workers and their influence on work, gender dimension, foreign immigrants, disabled people, and traditional communities. Additional data on transfer of income, social dialogue, and labour conflicts will be collected through new surveys. Finally, Brazil is in the course of developing a new report on decent work and sustainable enterprises which has been a suggestion from employers and aims to show their influence on achieving decent work.

Edgar Quispe Remón, Ministerio de Trabajo y Promoción del Empleo (Perú)

Mr Edgar Quispe Remón stated that challenges with regard to decent work in Peru are identified on a tripartite basis. Under the MAP project, in 2010 there was a tripartite consultative meeting on measuring decent work, attended by relevant stakeholders (such as the Ministry of Labour, NSO, social partners). Peru looked at the 66 indicators provided by the ILO and decided to follow up on 14 indicators and they fall under the four basic pillars of decent work agreed based on tripartite decision. Some could be quickly measured and others more on a longer term evaluation because the data is not yet available. The NSO is responsible for the production of statistical information. Relevant ministries (labour, health, finance and revenue) also provide data which is relevant for the production of DWI. While most indicators have already been developed others are still in the process of evaluation.

Furthermore, it was highlighted that Peru has institutionalized social dialogue through the National Council on Labour and Employment Promotion. In addition, based on recommendations from the ILO, Peru has set up the General Directorate for the Fundamental Rights at Work. A Government decree has been issued approving rules for the Ministry of Labour to strengthen institutions dealing with these questions. Peru has set up a single employment window to assist job seekers to find a job which is also providing services to labour migrants. A national strategy against child labour is currently in the process of approval. The Ministry of Labour and the INEI are the coordinating bodies for the measurement of decent work.

The future action plan was presented: DWI are compiled with ILO/MAP support, legal framework indicators, labour statistics (42 basic indicators, 11 additional ones, and some for the future which are relevant for the employment situation in Peru), in order to produce a Profile for Peru. Tripartite meetings will be organized to evaluate that work, with ILO assistance.

Discussion on the Brazil and Peru experience

Mr Edgar Quispe Remón, Deputy Minister of Peru stated that there are indicators relevant for measuring decent work such as equality of treatment, work accidents, and social security that can be broken down by gender and profession, from administrative records held by the Ministry of Labour, while some information i provided through household surveys (like on the proportion of population having access to social insurance). Thus, administrative records can complement the data of the national statistical office. Mr Edgar Quispe Remón informed that tripartite meetings will be held in August 2012 in order to agree on a further set of indicators, to complement the agreed 14 indicators. This will enable Peru to move further.

Dr Julio César Barrenechea-Calderon from the Confederación Nacional De Instituciones Empresariales Privadas in Peru, affirmed that the DWI provide important information for the DWCP. However, it was noted that decent work is a relative and changing concept and should be evaluated within the development context of the countries, and according to national capacities.

Mr José Gorritti Valle from the Confederación General de Trabajadores del Perú expressed support for the report on decent work presented by deputy minister. The workers have taken part in the process of developing DWI from the beginning. However, efforts are still made to build the basis of decent work, since there is no decent work in Peru. Few people have access to decent work and the full four pillars of decent work have not been achieved. There is no freedom of association, and no resolution of labour disputes. Problems with regard to social dialogue remain. Workers in small and micro enterprises have very limited rights, and there is a difference between the public and private sectors. The National Council on Labour and Employment Promotion faces problems with regard to implementation and has therefore not achieved its potential. Even though Peru has signed Convention No.189 on domestic workers it has not ratified the Convention which is essential in order to achieve decent work. Finally, political will is a key factor to achieve decent work.

Mr Rafael Ernest Kieckbusch from the Confederação Nacional da Indústria (CNI) from Brazil highlighted the importance to connect the work on the decent work indicators with the national labour relations policies and to get a full cooperation between social partners. The national conference on decent work (July 2012) should also discuss on the indicators. In Brazil, the employers were involved in the development of the Profile, but not in of the first chapter (related to social and economic context).

Mr David Glejberman commented that the first Decent Work Country Profile for Brazil had been written several years ago, in 2009, including statistical indicators and legal information and an updated version has been developed in 2012. It was noted that the Decent Work Country Profile gave a good description of the applicable laws. However, it would be interesting to understand whether there was any information on the coverage of workers and on compliance with the law.

In both presentations (from Brazil and Peru) indicators related to strikes are included, and it was asked whether there should be indicators on industrial disputes. The Brazilian representatives were asked whether they had conducted surveys on industrial conflicts.

Ms Lilian Arruda Marques form the Instituto Observatório Social / Central Única dos Trabalhadores (IOS-CUT) expressed that one of the surveys carried out in Brazil was on strikes which could be shared. However, the usefulness of this information was questioned. It was suggested that this data could be used as supplementary data. On the determination of additional indicators, it was made clear that the employers and workers participated in the discussion, even though the participation of the workers was easier because they are more united. Ms Arruda Marques further pointed out that Brazil has extensive access to data but it is not clear what is exactly useful. She noted that too detailed information could hinder rather than help the process of measuring decent work, and that it is essential to understand what an indicator should be about.

Mr Grant Belchamber from the Australian Council of Trade Unions expressed recognition of the amount of work done on measuring decent work. It was noted that each country, based on the TME list of DWI, has chosen a priority list of DWI. Yet, the TME also asked the ILO to develop an indicator on the fundamental principles and rights at work. Therefore, in addressing the represented countries, he asked whether any country has considered the inclusion of this indicator and whether the ILO has provided an indicator on the fundamental principles and rights at work.

Mr Edgar Quispe Remón, Deputy Minister of Labour of Peru affirmed that the inclusion of decent work into national policies needs to be encouraged in Peru. Peru is trying to find tripartite consensus and discussion on including more or less indicators will be held. However, the question of relevance is important and the issues of sufficient resources

and data availability are to be considered. Also, some indicators might not be collected over time which needs to be taken into account when identifying indicators.

Mr José Ribeiro clarified that the national conference on decent work scheduled in July 2012 will discuss a national plan on decent work and a consensus on the indicators should be reached, in order to integrate the DWI into policies. In August 2009, employers requested an indicator on sustainable enterprises which has been attempted to be developed together with social partners. Also more detailed legal framework indicators were developed. Freedom of Association is a great challenge for collective bargaining and social dialogue. He also announced that a survey on industrial conflicts and their impact on industrial effectivity will be carried out. In response to Ms Arruda Marques' comments, Mr Ribeiro noted that her suggestions would be taken into account.

Mr Pursey stated that the legal framework indicators do have information on social dialogue. The TME asked the ILO to look further into what could be done on fundamental principles and rights at work because they are part of the ILO Declaration on Fundamental Principles and Rights at Work and there is a global effort for their promotion. The Policy Integration Department and the NORMES Department are working on a methodology within this regard using ILO sources as the most solid information basis. However, sources vary region by region. There have been continuing consultations and there has been an interesting discussion on fundamental principles and rights at work at the International Labour Conference in 2012 which provided a number of important proposals for developing a plan of action, which will be submitted to the Governing Body in 2012.

Mr Oumarou Habi, Institut National de la Statistique (Niger)

Mr Habi stated that the Decent Work Country Profile was developed in order to analyse recent data trends and provide a diagnosis of the existing data sources. The analysis was carried out based on the already mentioned 10 elements of the DW Agenda. The data for the compilation of the information on these elements have been drawn from household surveys, and population censuses and administrative records.

Mr Habi gave an overview of the major issues raised in the Decent Work Country Profile:

- The economy remains very vulnerable to external chocks; despite a high GDP growth, the labour market faces challenges with a high level of population growth (3.3 per cent per annum); social indicators improved but in terms of employment, the percentage of the working population is very low, in particular with regard to women and there is a discrepancy between urban and rural areas.

- While income levels increased between 2005 and 2008, wages for women remain lower than for men.

- While underemployment is high (69 per cent), the number of workers working more than permitted legal maximum hours of work was about 30 per cent, with higher rates for women and urban workers.

- No data is available to calculate an indicator on work, family and personal life balance, even though national laws do cover these issues.

- Child labour increased, in particular in rural areas. Furthermore, 1.4 per cent of the active working population is engaged in forced labour, the figure for children is 2.8 per cent of children.

- Statistical data on job stability are insufficient, but a survey carried out in 2007 shows that women tend to be more in unstable jobs than men.

- The constitution and the labour law address the issue of equal opportunities. The percentage of salaried work occupied by women is 17 per cent, mainly in urban areas.

- Labour inspections need to be strengthened (currently there is 0.2 per cent of inspectors per 10.000 workers).

- Statistical information on social security is very limited ; only 1.2 per cent of the population aged over 60 receives a pension. The government is developing a national project aiming at extending social security coverage.

- The rate of unionization is about 3 per cent of the working population and unionisation is much higher among women, particularly in the formal sector. The National Commission for Social Dialogue has been established in order to promote social dialogue, but this institution lacks of coordination.

Mr Habi concluded that the Decent Work Country Profiles, with the available data, is an important tool in order to understand the main tendencies on DW and the status of national legislation which are helpful in guiding planning for decent work, particularly with regard to the DWCP.

Owen Mugemezulu, Ministry of Information, Broadcasting and Labour (Zambia)

Mr Mugemezulu stated that Zambia developed its first DWCP in 2006 for the implementation period 2007-2011. However, the implementation plan was not developed until 2009. The Decent Work Country Profile for Zambia has been developed to provide a concise analysis of gaps on decent work, and indicators for the next DWCP, to act as an advocacy tool for key policy makers and legislators, and further enhance local ownership of the DWCP.

As for the process of developing the Profile, a local consultant was engaged to work in collaboration with the NSO and the Ministry of Labour and a tripartite committee was set up for reviewing the profile. Various drafts were produced by the consultant and reviewed in meetings involving various ministries and social partners, and the final draft Profile was discussed in a tripartite workshop end 2011.

The main findings of the Decent Work Country Profile: despite positive macroeconomic indicators (due to structural reforms, macroeconomic policies and an increase of mining activities such as in copper production), employment level and poverty rate have not changed. Informal employment declined marginally from 90 per cent in 2005 to 89 per cent in 2008. The unemployment rate stood at around 8 per cent in 2008. The working poverty rate declined from 73 per cent in 1998 to 64 per cent in 2008. There are more women in low status jobs. The number of persons working more than the legal maximum hours of work declined to about 12 per cent. Various legal provisions exist in order to encourage a work and family and personal life balance. Child labour is a major issue of concern, and therefore various laws and policies are put in place. There are also various regulations concerning stability of work since the casualization of labour is quite rampant. There are various legal provisions on equal opportunities. The female share of the labour force has increased. Even though there are legal provisions providing for protection against occupational disease, capacities to enforce these provisions in informal enterprises are inadequate.

Mr Mugemezulu also pointed at some of the challenges which were faced in Zambia when developing the profile, including the following issues: comparing of data was difficult, since the information provided by different surveys was conflicting (labour force surveys, living conditions surveys) and the administrative records were weak. There have been difficulties to work with the Central Statistical Office because of the lack of skilled personnel.

Nevertheless, Mr Mugemezulu expressed that the Decent Work Country Profile reflects the current situation which is extremely relevant for the development of the new DWCP. Furthermore, the new government has been informed through the Decent Work Country Profile, and the Profile provides a concise analysis on decent work in Zambia.

Discussion on the Niger and Zambia experience

Mr Stephen Pursey asked the countries to provide information on their experience on working with the ILO. In particular, it was asked whether the framework offered by the ILO has helped the countries on the national level.

Mr José Ribeiro asked the Zambian representatives whether they have been able to work with an indicator per branch of economic activity, such as for the mining sector.

Mr Owen Mugemezulu from the Ministry of Information, Broadcasting and Labour in Zambia stated that Zambia has been able to assess positive changes in the labour market however it was not clear whether this was attributable to the DWCP. In addition, it was underlined that data was collected based on sectors, including the mining sector.

Mr John Banda from the Zambia Federation of Employers added that the Decent Work Advisory Committee was chaired by an employer which led to an increased ownership of the program by the employers. Also, the Profile has been used to approach donors under the DWCP framework. He noted that the Decent Work Indicators will not be weighted. He mentioned that a weighting system (in which employment opportunities indicators would be higher than other indicators since the most important issue is to create jobs) would be important.

Mr Abdou DOUNAMA from the Ministère de la Fonction Publique et du Travail (Niger) noted that the mining sector (uranium) does create jobs directly and indirectly (like in transport) and recently Niger has started to produce oil, which has led to the creation of jobs.

Mr Saley Sybou from the Conseil National du Patronat Nigérien added that there are multiple structures in Niger for social dialogue. However, the labour administration system does not have the resources (human and financial) to play its role in the furtherance of the DW Agenda. He stated that the Profile should therefore include recommendations on awareness-raising for labour administration issues. The employers have also urged the government to discuss the role of sustainable enterprises to create sustainable jobs. Productivity is also an important indicator to be recognized by the workers.

Ian Macun, Department of Labour (South Africa)

The Decent Work Country Profile of South Africa has been prepared on the basis of the ILO guidance. South Africa added indicators, removed some indicators which were not available and made adaptations. There is quite good data available in South Africa and the NSO has been very supportive and there was a close cooperation with the ILO. The

report is result of a good collaboration between Statistics South Africa, Department of Labour and the ILO.

The Decent Work Indicators were chosen based on their relevance to the DWCP, and data availability. Given that policy making in South Africa exceeds the DWCP and the Decent Work Country Profile to some extent, the link to policy making has been subject of discussion. Despite being a middle income country, the levels of poverty and unemployment are high in South Africa. Employment creation has been emphasized through national development plans. For some indicators, data were scarce, like the indicator on combining work and family and personal life (a survey from 2000 was used, while a new survey was conducted in 2010 but the results are not yet available) Some areas are key for policy makers, like stability at work with a major importance for policy and legislative reform, and social security - a large social security agenda has been put forward by the government for tripartite discussion, and an initiative on national health insurance is piloted at the provincial level. Mr Macun mentioned that the union density rate was 30 per cent and only 32 per cent of workers are covered by collective agreements. Finally, among the long list of indicators compiled for the Profile, 28 indicators are to become the focus of the DWCP monitoring process. An evidence based social dialogue will be ensured on the basis of the Profile.

Inesa SENYK, State Statistics Service of Ukraine (SSSU)

Ms Senyk presented the main findings of the Ukraine Decent Work Country Profile (first edition).The statistical data covers the period from 1998 to 2009 which includes the crisis period. An updated version of the Profile will include the latest trends.

- The chapter on employment opportunities covers 8 indicators: the employment rate increased and unemployment rate continued to decrease over the last decade until the crisis. The current unemployment rate is at 7 per cent which does not correspond to the pre-crisis figures. The employment structure is changing because of an increase in the number of self-employed persons and the share of workers in the informal economy (23 per cent, 2011).

- The chapter on adequate earnings includes 3 indicators (compiled from enterprise surveys data) and shows that despite a steady growth of nominal wages, the real rate remains low (about EUR 237 per month, 2011). The share of employed persons working more than 40 hours has increased while the share of employed persons working more than 48 hours per week decreased from 6 to 3.7 per cent, from 2006 to 2011.

- The chapter on combining work and family life is entirely based on the information on the legal framework due to the lack of statistical data.

- The chapter on work to be abolished shows that 3.8 per cent of the children (5-17 years) have been in employment according to a survey conducted in 1999. Yet, plans concerning a new round of a module survey are developed to measure child labour and forced labour, which concerns a small part of the population.

- For analysing stability and security of work different indexes of enterprise surveys were used with a special attention to the informal economy.

- Three out of the five indicators on equal opportunities were accessible. There is clear wage gap between men and women which has led the Ukraine to decide to carry out a survey on this issue. A full-scale research of gender wage gap should be facilitated by conducting the first national research of wages structure in

accordance to European standards and the implementation of index concerning remuneration of labour in the LFS program.

- Safe and security at work is one of the most developed chapters of the Decent Work Country Profile since data are available (from administrative records and enterprise surveys).

- Three out of four indicators related to social security were available. Further, there has been a reform in the law on the pension age which is going to have an important effect.

- There is no statistical information and analysis on social dialogue due to the lack of data. It was suggested that data could be obtained by questioning trade unions and employers.

- The Decent Work Country Profile provides policy recommendations.

Ms Senyk suggested covering more areas relevant to decent work in the future. New surveys should therefore be carried out in Ukraine. Administrative records should be improved, especially on social dialogue. Finally, users of statistics produced by the NSO need to receive trainings in order to understand the statistics provided in the databases.

Discussion of the Decent Work Country Profile for Ukraine

Ms Olga Krentovska from the Ministry of Social Policy of Ukraine added that the Decent Work Country Profile has helped to update the data on decent work in Ukraine and to integrate decent work into national policies. A presidential decree was issued in 2011 on poverty reduction and decent work which was recognized as key part in any policy to eradicate poverty. The poverty elevation programme covers all aspects of decent work. The Decent Work Country Profile will be used for introducing reforms in terms of legislation. An international cooperation memorandum on decent work has been signed in 2012, and the indicators have been included as fundamental basic data for setting goals of the programme. The national Decent Work Country Profile will be updated in September 2012 including updated statistical data (post-crisis) and information on legislative changes during the past two years. It will be submitted for consideration to tripartite workshops. With regard to the prospects of monitoring decent work, it was a priority for Ukraine to ensure ownership over the process. This has been ensured through an on-going consultative process. Ukraine will appeal to the ILO for further support on the methodology and will use the experiences made in other countries.

Mr Valerii Golodivski from the Federation of Employers of Ukraine emphasized that the Ukrainian employers were fully involved in the process of developing the Decent Work Country Profile and some of the information provided in the Decent Work Country Profile came from the employers. He argued that the results are very interesting and balanced and suggested that economic initiatives should be taken so that employers can create decent jobs. A reform of the labour legislation was needed which could be supported by the information on the indicators. Furthermore, the labour inspectorate should be modernized so that labour inspectors give assistance to employers in order to avoid violations before they are created. Finally, the tax burden of employers should be reduced so that they can pay better wages in order to achieve decent work.

Ms Nataliya Levytska from the Confederation of Free Trade Unions of Ukraine affirmed that the trade unions were fully involved in the development of the Decent Work Country Profile which made it possible to depict the real situation of the Ukraine and to identify problems and gaps. She said that the social partners have to meet these challenges

together. The results of the Decent Work Country Profile are used by the trade unions and there is a need to update regularly the Decent Work Country Profile. Moreover, data provided by trade unions should also be used for the production of the DWI.

Mr Stephen Pursey expressed that he found it remarkable that the factual findings of the Profile led to instant policy development which had been hoped during the TME in 2008.

Mr Wynandin Imawan, BPS – Statistics Indonesia: the Indonesian experience

Mr Imawan emphasized that Indonesia has undergone a political and economic transition during the last 15 years triggered by the economic crisis of 1997/1998 which led to the fundamental labour market reforms. While Indonesian economy is steadily progressing, poverty is still very high. The Decent Work Country Profile has been prepared by national consultants in collaboration with the Ministry of Labour, BPS (Statistical Office of Indonesia), the University of Indonesia and technical assistance provided by ILO experts. Most of the indicators were compiled from labour force surveys. The process of developing the Profile was the following: a tripartite consultation workshop on measuring decent work was held to identify the relevant DWI for Indonesia and the draft profile was discussed with stakeholders in a tripartite validation workshop. The Decent Work Country Profile of Indonesia has provided important inputs for designing and implementing the DWCP. It will be used as an advocacy tool and can help to mainstream decent work into the national development plan.

Mr Imawan highlighted the main findings of the Profile:

- Employed are mainly in the agricultural sector and the employment in the manufacturing sector decreased; since 2005, female employment has increased while the female unemployment rate and female employment rate in informal economy have decreased.

- Progress on decent hours has not been achieved from 1996 to 2010: the number of employed people who worked more than 40 hours during that period has increased with one in three workers working excessive hours.

- Indonesia has adopted legal provision on leave and on combining work, family and personal life.

- The Law on Child protection has also been adopted and the age of admission to employment has been set at 15. Indonesia has further introduced legal protections towards children, such as against hazardous work. More than one million children were engaged in child labour (2010). Efforts to eliminate trafficking in persons especially women and children are included in law and policy.

- The Manpower Act No. 13/2003 contains provisions for termination of employment on valid grounds and for severance payment.

- There has been a rise in the share of women's participation in politics and management and a fall in the gender wage gap among regular employee. However challenges remain when it comes to ensuring equal access to education and equal pay for work of equal value. To this end the president issued an instruction, particularly aimed at ensuring the equal treatment of women.

- It was noted that the labour market has experienced more flexible employment and increasingly instable employment. The enforcement on occupational safety

regulation had been delegated to local government following Law on Decentralization. Employment injury benefits are provided by Law on Social Security which has been extended to self-employment and informal employment.

- Law No 40 on National Social Security System has been adopted and mandates universal coverage of social security with compulsory contributions and different programs (health insurance, work accident insurance, old age pensions, pension insurance and life insurance) but not unemployment insurance.

- Even though Indonesia has ratified the relevant ILO convention on social dialogue union density has been rather limited (12 per cent in 2009). However, the number of concluded collective agreements has increased as well as strikes and lock-outs.

Mr Imawan stated that Decent Work Indicators at provincial level need to be developed, in order to support regional programmes in which Decent Work Indicators will be targeted.

Teresa PERALTA, Bureau of Labor and Employment Statistics, Department of Labor and Employment (Philippines): the Philippines experience

Ms Peralta, before presenting the experience of the Philippines, gave a brief explanation of the Philippines Statistical System. The Labour Force Surveys are the main source for the Decent Work Indicators and are compiled by the NSO together with other surveys. However, there are not sufficient surveys carried out in order to produce DWI and administrative data are weak.

Ms Peralta then gave an overview of the process of the compilation of the DWI. First, there has been assessment of the data availability. Additional indicators were determined, an annotated outline on tabulations was prepared, and the research/tabulations of data which was not immediately available commenced. The Philippines faced certain problems when compiling the data, such as missing survey data or administrative data, and difficulties with regard to comparability with international standards. There have been also difficulties on linking statistical indicators and legal framework indicators. The implementation and monitoring of laws is not sufficient. A section on monitoring and evaluation has not been included. There is a need for greater advocacy by the producers on data in order to make it more user-friendly and accessible. The Decent Work Country Profile could underscore the importance of the integration of the decent work agenda in national development strategies, serve as sound basis for tracking and evaluating progress on decent work outcomes, provide inputs for planning, programming and targeting, provide a feedback mechanism in the implementation of programs that promote decent work, provide a reference for review of existing laws, policies, institutional mechanisms and arrangements, and encourage social dialogue. Through the publication of the Decent Work Country Profile its visibility will be increased. Mrs Peralta asked what the ILO is going to do after having provided technical support, what is the way forward and how can this work be sustained?

Kanol HEANG, National Institute of Statistics (NIS) : the experience of Cambodia

Mr Heang started by explaining the timeline of activities with regard to the development of the Profile in Cambodia. The NSO compiled the DWI from the Labour Force Survey (2001); the Socio-Economic Survey (CSES) (2004, 2007, 2009); and the Census (2001, 2008). Administrative data has been mostly provided by the Ministry of Labour. A consultant has drafted the Profile which has been discussed in a tripartite validation workshop.

Mr Heang gave an overview of the key findings of the Decent Work Country Profile:

- The Cambodia's GDP growth is about 8 per cent per annum, and even though industries and the services sector are growing, agriculture still accounts for 60 per cent of employment. While the poverty rate decreased fastest in urban areas, income inequality increased. Labour productivity grew by 4.4 per cent per annum between 2004 and 2009.

- Labour force participation rates and employment-to-population ratios are high (around 80 per cent in 2009) and growing; 70 per cent of the employed are engaged in self-employed and unpaid family work (2009).

- The data on child labour is limited, nevertheless an increase in child labour was recorded (24.7 per cent in 2007 to 27.3 per cent in 2009), and hazardous child labour rose from 11.9 per cent to 18.3 per cent on the same period.

- The gender wage gap has been rising from 11.6 per cent (2004) to 27.4 per cent (2009). The occupational segregation by gender is still a problem (particularly in prestigious occupations).

- Even though average real wages have been rising in the country, low pay rates remain static at around 30 per cent (2004-2009).

- The number of people working excessive hours has also been rising.

- Even though data is lacking on precarious employment, vulnerable employment lacking stability and security is rising.

- In 2010, there were only 18 OSH inspectors, this situation leads to under-reporting.

- Regarding social dialogues, representation of employers and workers has been rising, while the number of strikes has been decreasing since 2006.

The main gaps and problems from the perspective of the NIS were explained. First of all, data on informal employment and precarious employment are weak. Administrative sources are also weak which makes the replication of the Profile very difficult. LFS are still not carried out on a regular basis. The NIS therefore recommends that there should be regular LFS and a good coordination with line ministries/institutions concerned. The profile can help to identify baselines and target indicators setting priorities/monitoring progress of the DWCP and monitoring progress on MDGs. They can be used for policy advocacy. There is a need for continued collection and analysis of DWIs in order to enable self-monitoring and self-assessment toward national goals; and to adjust and introduce relevant policies. Mr Heang said that continued support from ILO and other donors are needed in order to support data producers and users.

Mr Heang said that during the group discussion, all parties agreed that the Decent Work Country Profiles provide a monitoring tool for assessing progress towards decent work. The Government emphasized that the Decent Work Country Profile is useful for informing policy making. The employers noted that information on skill development should be identified and included in the Profile. Mr Heang explained that the workers have used the Decent Work Country Profile in order to identify priority areas for lobbying. On the question of producing regular Profiles, the workers expressed that they would like to have an annual update whereas the government would like to aim at an update every three years.

Mahfuzar Rahman Saker, Ministry of Labour and Manpower (Bangladesh): the Bangladesh experience

Mr Saker started by expressing Bangladesh's commitment to decent work as a means of for achieving equitable, inclusive and sustainable development. Bangladesh has been selected as pilot country for the MAP project in 2009 as a result of tripartite consultation. Bangladesh is in the second DWCP cycle (2011-2015). In order to produce DWIs, the BBS is carrying out regular surveys (LFS, Household Income and Expenditure Survey, National Child Labour Survey). Bangladesh has a tripartite consultative committee which is responsible for the consideration of workers' rights. The government has further adopted a National Child Labor Elimination policy 2010 and carries out projects in order to eliminate hazardous child labour. Minimum wages for workers in different sectors have been promulgated.

Mr Saker then continued by pointing at specific achievements towards decent work before specifying key activities of the MAP project in Bangladesh (tripartite workshop, country report, collection of DWI data, profile, training). The available indicators were presented. Some data were unavailable, related to indicators on fundamental principles and rights at work; measure of discrimination by race/ ethnicity of indigenous people; labour share in GDP; and time loss due to occupational injuries.

Mr Saker gave an overview of the group discussion: all parties to the discussion agreed on the usefulness of the Profile as a policy making tool and its role in encouraging informed social dialogue was recognized. In addition, it was considered that the Decent Work Country Profile would give information on policy effectiveness. The workers commented that collective bargaining is neglected in Bangladesh as well as the right to freedom of association as enshrined in the ILO Convention 87 Freedom of Association and Protection of the Right to Organize Convention, 1948. The rate of unionization is also decreasing. Statistical information shows a decrease in poverty which does not reflect the real picture. The employers argued that the Decent Work Country Profile should be updated every two years, that it should be shorter, and that the statistical data collection programme should be aligned with DWI. The common view has been that the current LFS does not allow the production of a Profile every two years.

Discussion of the Decent Work Country Profile of Bangladesh

Mr Mahfuzar Rahman Saker from the Ministry of Labour and Manpower added that in some cases, such as in Export Processing Zones (EPZs), a participatory approach to social dialogue is being taken. He announced that Bangladesh was going to promulgate a labour friendly law and that the amendment is currently under discussion in the tripartite committee. He added that there is a crisis management committee which allows for tripartite consultations on crisis situations.

Mr Chowdhury Ashiqul Alam from the Bangladesh Trade Union Sangha added that the problems with regard to the right to freedom of association do not exist in the EPZs but also in other areas, in particular in the Ready-Made Garments (RMG) sector. The employers do not comply with legal provisions which make implementation difficult.

Mr Absal Shaquib Quoreshi from the Bangladesh Employers' Federation stressed that the right to organize is guaranteed in the EPZs as opposed to other countries in the region. He suggested that amendments of the law should be balanced and be pro-business and pro-growth.

4. For a Global Methodology on Measuring and Assessing Progress on Decent Work (Session 4)

Chairpersons: Stephen Pursey, Director, ILO/INTEGRATION and Rafael Díez de Medina, Director, ILO/STATISTICS

Mr Sylvester Young (ILO) presented his views on lessons learnt during the MAP project at the national level, in particular with regard to data collection and databases.

Mr Young started his presentation by commenting on the background of measuring decent work. To demonstrate the importance of decent work, the concept had to be measured. Early 2000, the ILO developed 32 statistical indicators which are immediately available at the country level to make inter-country comparisons. This could be regarded as a top down approach because it was developed through the ILO. The basic structure of the ILO framework (10 elements related to decent work) has been adopted. Countries who have participated in the MAP project have expressed the usefulness of this structure. Most of the indicators used are not very different from what has originally been proposed. But the objective has been slightly changed; countries can choose the indicators relevant to their national context. Not all the DWI were used by the countries (depending on consensus, priority, and data availability) and it would be useful to get some feedback on this from the countries.

Mr Young then moved on to look at substantive elements. Employment opportunity indicators were used by almost all the MAP countries, main and additional indicators were widely applied. The main and additional indicators with regard to adequate earning were widely applied in all the countries. Mr Young explained that he looked at the choice of indicators to assess which indicators MAP countries have been finding useful. As for future indicators (to be developed by the ILO), there was a request to the ILO to develop indicators on annual leave and maternity leave, as well as on precarious employment and migrant workers. The request with regard to the development of an indicator on sustainable development has not been followed up by the ILO.

Mr Young noted that there have been challenges in various countries on data collection issues. Some elements of the profile might not be easily measurable if data is not available. Not many countries have stated that they have used establishment indicators. Problems with regard to the collection of administrative sources were expressed. Mr Young suggested that possible solutions could be the provision of equipment, statistical staff, review forms, and the creation of databases. It is important to show administrators that gathering relevant data will be also useful for them in order to ensure cooperation. Another point that has been mentioned is the poor coordination with the NSO. The ILO is working on this issue by looking at the whole international statistical system. There are also some problems with regard to the standardization of some definitions (youth employment for instance).

With regard to the low frequency of producing Decent Work Country Profile, Mr Young suggested one should maybe not look at all aspects each time but the ones which are relevant for the review. At the national level a decent work indicator database might be too limited. There is a need to have a more integrated system bringing together more information going beyond the indicators. Mr Young concluded his presentation by raising the issue on the measurement of DW through qualitative information.

Mr Richard Anker (ILO) presented his views on lessons learnt during the MAP project at the national level, in particular with regard to data analysis and the Profiles

Mr Anker recalled that the concept of decent work has been introduced in 1999 but there was a need for definition and measurement. One reason for the introduction of the indicators was the weak representation of the ILO during the adoption of the MDGs and with regard to the poverty reduction debate.

Mr Anker expressed that the categories used for the DWI were supposed to reflect on the views of normal people. In his opinion, the Decent Work Country Profiles provide new information and are therefore useful. However, they could be improved.

He stressed that all countries have good practices but no country has all best practices. If decent work cannot be measured, it means that it is impossible to achieve it. When developing the DWI, the ILO did not take a top-down approach. Instead each department within the ILO agreed to the DWI. An advisory group based on technical expertise was set up which agreed on a list of DWI which roughly represented the current list of statistical DWIs used for the Profiles. In the beginning, the way forward through the Decent Work Country Profile was not necessarily thought of and legal information was recommended but not detailed. Once the legal information was included, the Profiles became naturally the only option since each country has a different legislative framework.

Mr Anker noted that all the comments from the participants of the conference have been positive. The tripartism during the development of the Profiles is essential in its own right but it also encourages fact based social dialogue at the national level. National ownership has been identified as an important aspect because it increases advocacy for decent work; provides a check on the quality of the report; and improves fact based social dialogue. He noted that the list of DWI might have been perceived as a straitjacket by some countries, while it should be adapted and countries should be encouraged to add indicators relevant to their national context (even if they are not part of the list of DWI provided by the ILO). Qualitative information would also be useful such as on labour inspectors who could be interviewed for this purpose.

Mr Anker further pointed out that the adoption of 11 chapters for the Profiles made it easier to look at each aspect of decent work. However, the disadvantage of this approach is that each of these chapters is treated in isolation even though most of the issues are interlinked. They are expected to be short and same length but the space needed could differ depending on the available indicators and the national context. The Country Profiles are addressed at locals in their context rather than giving an international perspective.

Mr Anker highlighted that there is not much information on the coverage of the law. He emphasized that even rough estimates could be useful in order to measure progress.

Mr Anker also stated that the Decent Work Country Profiles could be improved by a parsimonious use of figures and graphs to improve the presentation of the Profiles. Also, the information provided might not be reliable even though it has been collected through a survey. Furthermore, he suggested that subsections on gender and race might be useful.

Mr Anker noted that all participants mentioned a desire for regular reporting of Profiles but this needs to be considered carefully because annual changes might be minor especially for structural indicators and legal indicators change on a slow pace. Mr Anker therefore suggested that annual factsheets with statistical and legal information should be

provided. Otherwise the Decent Work Country Profile should be updated every 5-10 years.

It was stressed that provincial Profiles could be useful for some countries such as Brazil and Indonesia where a national Profile might not say much about the situation because of the diversity of the country.

Discussion

Mr Adam Greene from the United States Council for International Business stated that the term "decent work" was developed as shorthand for the four strategic objectives of the ILO. The DWA aims to promote the four strategic objectives of the ILO, thus while the term may be new, what it describes is not. The ILO has been engaged in efforts to measure the impact of its activities for a very long time. It is useful to recognize that the idea is to measure what the ILO does and how it is transferred to the countries. Slogans can be very useful, employers use them extensively, but the purpose of slogans should be unification of the efforts even though it might not always be possible to measure all aspects of decent work. Mr Greene then pointed out some difficulties with regard to measurement, in particular the legal framework indicators. It was questioned the usefulness of the measurement of LFIs in cases where it only applies to a small proportion of the workforce. The challenges identified from the MAP pilot countries were then outlined. Mr Greene argued that the link to poverty reduction has not been sufficiently made even though this was envisaged. The list of indicators has been called 'parsimonious,' but it is clear that it is too long and covers far too much for most of the countries engaged in the pilot. The different treatment of statistical and legal indicators proves to be difficult. All successful development efforts are demand driven, but the demand here is not clear in all cases. Another concern is that the list of indicators has restricted room to set national priorities in the DWCP. Furthermore, it was highlighted that data cannot replace social dialogue and expressed that it was not very clear about the adequacy of tripartite consultation at national level in all cases. A serious issue is the sustainability of the work in most of the MAP countries which is not very clear. Some countries do not seem to have the capacities and resources to develop DWIs on regular basis. With regard to the use of the term precarious work it was stated that this term is overly politicised and should not be used. The main indicators completely miss some of the key aspects of employment, namely productivity and payroll taxes. Mr Greene expressed that a regional focus was not necessary because the real focus of the project should be to drive national policies. Furthermore, each country might be very different even though they are in the same region. It was also emphasized that this project offers multiple opportunities. The efforts of the ILO to develop an integrated database are very useful. There is a clear message on the pressing need to develop national statistics, and basic labour market survey systems on regular and sustainable basis. As LFS cover 70 per cent of the content of the Decent Work Country Profile, they should be improved. The issue of strengthening the administrative data has been raised many times. The standardization of definitions issue has come up as well. Indicators on a conducive environment for the creation of jobs should be added, such as in the World Bank "doing business" report.

Mr Grant Belchamber from the Australian Council of Trade Unions questioned whether the Decent Work Country Profile fit together with the DWCP. It was noted that extensive reference had been made to the TME and the ICLS. It was questioned whether the DWA is only a slogan or whether it does have real content and crucially whether it could be measured. Juan Somavía and Peter Mandelson agreed that decent work should be measured. The ILO Declaration on Social Justice for a Fair Globalization (2008) was adopted and the TME was held asking two questions: Can decent work be measured?

How can it be measured across all pillars of decent work? A parsimonious list of DWI was developed whereas every indicator relates to an important aspect of decent work.

Mr Grant Belchamber noted that from 2009 until present there have been major efforts with regard to the development of the Decent Work Country Profiles, which are lengthy texts providing a great deal of data. The Profiles are prepared for national purposes in order to guide national policy making. Some of the indicators were selected as priority indicators supplemented with additional indicators. The Profiles are valued by social partners at the national level. They have provided a foundation for social dialogue. However, the Profiles do not deliver on what has been decided at the TME and what the ICLS and the Governing Body has requested the ILO to do. Mr Belchamber argued that the set of indicators was incomplete. The ILO must be able to speak on decent work in a decisive manner and not on a "pick and choose" approach. The ILO must globally identify and state whether decent work is increasing and a call for action for when there are deficiencies, especially on the main indicators identified in the TME list. The Decent Work Country Profiles have clarified existing technical problems which need to be addressed. The indicator on fundamental rights and principles at work is missing: this issue has been discussed during the workers meeting which concluded that the Decent Work Country Profiles are very useful but incomplete with regard to the issue of fundamental rights and principles at work.

Mr Edgar Quispe Remón, Deputy Minister of Labour from Peru underlined that it is important to consider how the discussed indicators should be used in practice. The purpose should be to have a baseline and see whether there are positive and negative trends. In the case of Peru even before the MAP project, the Statistical office (INEI) has developed indicators on decent work. The country has 40 further indicators but not all of them have gone through tripartite agreement. Peru has presented the indicators which have been agreed upon in a tripartite manner. Reports on statistical and legal indicators are prepared and will also be part of this process in order to produce a greater number of indicators.

Mr Quispe Remón stressed the importance of drawing on the different experiences of each country since the production of the Decent Work Indicators requires the compilation of statistical indicators on the basis of political agreement. He considered that this latter issue has not been sufficiently addressed during the meeting. Knowledge on this issue should be shared in order to learn from the experiences of other countries.

Mr Alejandro Vílchez de Los Rios from the Instituto Nacional de Estadística e Informática (INEI, Peru) added that Peru did not present all its available indicators during this meeting. More indicators on DWI could be published since survey data and administrative sources are quite comprehensive.

Mr Ricardo Sao José Carneiro from the Ministério do Trabalho e Emprego (Brazil) announced that a national conference on decent work will be held in Brazil this year (2000 participants, tripartite basis). In Brazil, progress on some decent work indicators has been achieved but improvement on others is still needed. Poverty has been decreased through a great deal of work. Rate of unemployment has fallen by 5 per cent while formal jobs increased. There is increased social security coverage in Brazil. But Brazil needs to make progress on the following areas: gender gap, earnings gap, and disparity between races. It is important for Brazil to rely on the expertise of the ILO. A Memorandum of Understanding on decent work and a national programme on decent work (2010) have been adopted. A National Employment Agenda for Young People (2010).

Mr Owen Mugemezulu from the Ministry of Information, Broadcasting and Labour (Zambia) expressed that the discussions during this global meeting have been very useful. Despite positive macroeconomic trends, employment and decent work remain a concern. The MAP project assisted Zambia a lot in facilitating discourse provided training, and provided a lot of lessons from which it has learnt. The second Zambia DWCP is under development and the Profile is very useful in this context. It is now important that the DWI are introduced into the National Development Plan and more advocacy activities are necessary in order to better mainstream DW into national policies.

Mr Absal Shaquib Quoreshi from the Bangladesh Employers' Federation suggested that knowledge tools should have localization feature, and ensure sustainability and availability of administrative data.

Mr Abdou Dounama from the Ministère de la Fonction Publique et du Travail (Niger) stated that there are problems with regard to labour inspection due to the limited number of labour inspectors in Niger. The OSH committee is responsible for backing up the work of the inspectors. It was tried to recruit new labour inspectors which is difficult because the conditions under which the inspectors work are not decent. Advocacy changes certain things but there is a need to inform government about this. ILO support on labour inspection is needed. On the issue of laws, the Profiles do not really indicate how far the law actually goes. The labour law does not exclude informal businesses (from inspection) per se, but generally, labour inspectors find it difficult to inspect in these businesses. In addition some information on how countries regulate working hours in the mining sector need to be included. The current labour code in Niger needs to be amended in order to reflect suitable working hours in mining sector (12 hours a day, 7 days a week without break for 2 weeks is commonplace at the moment). Mr Abdou Dounama emphasized the need for a better coordination between government agencies to manage administrative records. Mr Dounama thanked the MAP project for their assistance with regard to activities related to the measurement of decent work and added that a longer support would indeed have been more useful.

Ms Inesa Senyk from the State Statistics Service of Ukraine expressed that even though the meeting was brief she believed that it was possible to learn from other countries' experiences. Ukraine's position was compared to other countries. Presentations from the ILO specialists were extremely useful. The discussions have enabled all participants to think more closely about what will be done in the future, and how the measurement and monitoring of decent work can be facilitated.

5. Closing remarks

Mr Díez de Medina stressed the importance of freedom of choice for countries in developing the DWI. It was pointed out the project would be extended to more countries. Mr Pursey underlined the fact that statistical and legal indicators were used in order to measure decent work which is very relevant in order to assess progress towards decent work. The views presented during the MAP meeting have proven that the ILO framework for the measurement of decent work has been very useful for application at the national level.

Rafael Díez de Medina, Director, ILO/STATISTICS

Mr Rafael Díez de Medina stated that it was important to hear that there was a need to reinforce the coordination between the different statistical sources. The DW Agenda is now in the international agenda. It was noted that there was an extensive amount of freedom of choice for countries in choosing the DWI relevant to their country context indicating a down-top approach. In order to make the project feasible certain constraints and gaps (such as data availability) have to be accepted. Since the core source of statistical information is LFS, the ILO will support the strengthening of LFS at the country level. In the MAP project countries data is generally available. In the future, it should be envisaged to conduct this exercise in countries were there might be more serious problems with regard to data availability in order to extend the measurement of DWI to a more global basis. Rafael Díez de Medina concluded by pointing out that the results of this conference will be shared with other countries as well.

Stephen Pursey, Director, ILO/INTEGRATION

Mr Pursey expressed that, in his opinion, the MAP project did neither follow a top-down, nor a down-top approach. It was emphasized that there was an interactive process between the ILO and the constituents in developing DWI. He underlined that this meeting was a good example of that process. Mr Pursey stated that there was a need for understanding different approaches from constituents and as a result to develop international cooperation and coordination. While all the ten elements of decent work are important, it is clear that there might not always be sufficient data in order to cover all areas but this can be clarified. The combination of statistical and legal indicators in order to assess decent work is a major element. It was suggested that even though there was a need for a global framework, this should not lead to a straightjacket at the national level. It was recognized that the compilation of statistical indicators has to make sense for the specific nations. The MAP meeting has shown a great interaction between technical experts and policy makers. It has shown that the ILO framework has been pretty useful for the project countries in measuring decent work and adapted to national needs. A report on the MAP project will be delivered to the GB in March 2013. It was stated that the outcome of the MAP meeting would help the ILO to reflect on the MAP project.

Part II. Main conclusions and recommendations

1. The measurement of Decent Work (Sessions 1 and 2)[2]

ILO officers presented the description, concepts and definitions of the decent work statistical and legal indicators, as selected in the ILO framework (TME 2008) in the first session. This was followed by a brief discussion at plenary and extended working group discussions. In the second session, the countries in working groups exchanged experiences on the data collection instruments and statistical databases used in the production of the decent work indicators. ILO officers made presentations on the relative advantages of statistical instruments for producing decent work indicators, and presented the main objectives of the LFS toolkit under development (core questionnaire module for labour force data). The statistical and legal indicators databases in the ILO were presented as well as details of on-going ILO work to develop a knowledge management tool. Discussions took place at both plenary and working group sessions.

1.1. Background to the measurement of decent work: the ILO framework

Decent work was introduced by the ILO Director-General at the start of his first term in Office (ILO 1999, p.3[3]) as an over-arching concept that encapsulates all that ILO stands for. It was presented as consisting of four strategic pillars, referred to as strategic objectives. These are: (i) Standards and fundamental principles and rights at work; (ii) Employment; (iii) Social Protection; and (iv) Social dialogue.

Whilst the political significance of this new concept was quickly realized, its impact on key development issues could only be assessed through anecdotal evidence. It was therefore an imperative for the ILO to develop immediately objective measurements of this impact to explain and show the importance and usefulness of decent work in the development agenda discussions. The over-riding concern was thus to develop in a short time a measurement framework for decent work that could be implementable almost immediately to make inter-country comparisons. Two consequences of these requirements were that (a) except for limited consultation with a few countries, it had to be a top-down approach driven by the ILO; and (b) the measurement should be based on existing country data, so no new data collection exercise would be required.

The team of ILO staff assigned the responsibility to make proposals for this measurement framework came up with the following structure (Anker et al., 2003[4]):

- Six dimensions of decent work based on its 'definition' (ILO, 1999, p.3[5]): Opportunities for work; Work in conditions of freedom; Productive work; Equity in work; Security at work; Dignity at work.

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[2] Contribution of Sylvester Young, consultant, former Director of Bureau of Statistics, ILO.

[3] ILO 1999, *Decent work*. Report of the Director-General to the 87th Session of the International Labour Conference. Geneva

[4] Anker, R., Chernyshev, I., Egger, P., Mehran F., and J. Ritter. 2003. *Measuring decent work with statistical indicators*. International Labour Review, Vol. 142 (2003), No. 2

- Ten measurement categories relating to these dimensions: Employment opportunities; Unacceptable work; Adequate earnings and productive work; Decent hours; Stability and security of work; Balancing work and family life; Fair treatment in employment; Safe work environment; Social protection; Social dialogue and workplace relations.

- Plus an eleventh category reflecting the economic and social context of decent work.

- Suggested statistical indicators for each of the above 10 measurement categories, totalling 30 indicators in all, plus an additional set of 24 indicators requiring further development in terms of concepts, definitions and measurement methods.

- Suggested statistical indicators for the 11th category on the socio-economic context.

Further work and consultations, both internal to the ILO and outside with countries, led to a refinement of this framework over time, but the basic structure remained unaltered. The changes made were (a) the introduction of the 6 dimensions was dropped and the measurement categories were directly related to the 4 strategic objectives; (b) some of the category titles were changed, although the ideas behind them remained the same; (c) the indicators were categorized into 19 'main', 29 'additional' and 10 'future' indicators; many of the 30 suggested indicators were retained but some were dropped in favour of others and some new ones were introduced; (d) the introduction of legal framework indicators, some yet to be developed. This last change was one of the major new thinking with respect to the measurement of decent work. Whilst the original team had mentioned the importance of the legal and regulatory framework in measuring decent work, their proposals did not extend to it.

The measurement framework for decent work approved at the Tripartite Meeting of Experts in September 2008 (Annex 3) consists of[6]:

ILO (a):   The above 4 strategic objectives.

ILO (b):   Ten (10) substantive elements relating to these objectives:

Employment opportunities; **Work that should be abolished;** Adequate earnings and productive work; **Decent working time;** Stability and security of work; **Combining work, family and personal life; Equal opportunity and treatment in employment;** Safe work environment; **Social security; and Social dialogue, workers' and employers' representation.**

ILO (c)   Plus an eleventh element reflecting the economic and social context for decent work.

ILO (d)   18 **main** statistical indicators spread over the 10 substantive elements;

ILO (e):   20 **legal framework indicators spread over the 10 substantive elements, some of which are yet to be developed**;

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[5] Ibid

[6] Elements in bold indicate the changes from the original proposals.

ILO (f):   8 statistical indicators and 1 **legal framework** indicator for the 11th element in (c) above;

ILO (g):   10 statistical **future** indicators to be developed across the 10 substantive elements;

ILO (h):   24 **additional** statistical indicators across the 10 substantive elements; and

ILO (i):   3 **additional** statistical indicators for the 11th element in (c) above;

ILO (j):   A set of **additional legal framework indicators** to be developed for the 11th element in (c) above.

It is this measurement framework that is being promoted under the MAP project for possible 'adaptation' and use by countries to self-monitor and self-assess their progress towards decent work. In its essence it bears very close resemblance to the original framework proposed in 2003. Thus, even though the objective has now changed to place emphasis on intra-country assessment, and the constraints relating to time and data availability have been slackened, the new measurement framework is not much different from the one initially developed mainly for inter-country comparisons.

One of the purposes of the Meeting was to examine the extent to which the MAP countries have found this measurement framework useful in measuring their progress towards decent work and what adaptations, if any, were done.

1.2. The application of the ILO Framework at national level (Session 1)

The ILO Framework, including all of the main, additional and future indicators, from (a) to (j) above, has been used and adapted to national purposes by the pilot-countries covered by the MAP project. Its basic structure has been accepted as relevant for the production of national assessments, i.e. Decent Work Country Profiles by all the MAP countries and South Africa.

This basic structure has been adapted to national needs. On the basis of the ILO framework, national lists of decent work indicators have been identified, including the main indicators, additional and future indicators, according to data availability and relevance in the national contexts.

The MAP countries have also identified short lists of priority indicators (10 to 20 indicators on average), to be integrated into the monitoring system of national plans or programmes (in particular the DWCP). Hence, in their presentations, South Africa associated their indicators for national assessment respectively directly to the strategic objectives and to the outcomes of the decent work country programme. The national priority lists of indicators do not always cover all the 10 substantive elements in the ILO basic structure.

For the production of the Decent Work Country Profiles, from 12 to 17 of the "main" decent work indicators in the ILO framework were used and from 5 to 18 of the 20 "additional" indicators featured in these national assessments. This is due to data availability, given the numbers of main indicators in the national lists of Decent Work Indicators, but some of the "additional" indicators were not considered to be so relevant for national purposes.

In some instances, the countries seemed to have preferred alternative indicators or adaptations of decent work indicators to the ones in the ILO Framework. Some countries also added several new indicators both to their long list of indicators (to produce the Country Profile) and to the priority list (for national monitoring purposes).

Challenges with respect to the use of specific decent work indicators

Among the "additional" decent work indicators proposed by the ILO, some have not been computed or have been computed differently by the invited countries, for data availability issues or conceptual issues.

(a) EMPL-10 (A): Share of wage employment in non-agricultural employment –
   a. Some countries did not included this indicator, but instead produced EQUA-4 on share of women in wage employment in the non-agricultural sector (South Africa, Brazil)
(b) EARN 3 (A): Average hourly earnings in selected occupations –
   a. Some countries modified this indicator to the distribution 'Average hourly earnings by major occupational groups' instead of purposely selecting key occupations and producing Average hourly earnings for each. This somehow distorts the original main purpose of it which is to measure wage trends and wage differentials between different groups of workers.
   b. Some countries used monthly or weekly wages/earnings, and only for main occupational groups.
(c) EARN-5(A): Minimum wage as percentage of median wage –
   a. Quite a few countries did not produce this indicator, essentially due to data availability. Collected data on wage are generally weak. It is also depending on whether a national minimum wage exists and in some countries minimum wages are set by region or province. Some modified the indicator by using the mean wage instead of the median wage.
(d) EARN-6 (A): Manufacturing wage index –
   a. Very few countries used this indicator. Indeed, in one country, its relevance was questioned given the economic situation in that country.
(e) EARN-7 (A): Employees with recent job training –
   a. Very few countries produced this indicator. Moreover, no alternatives for it were proposed. This is due to lack of data or relevance of this indicator for the countries.
(f) TIME-2(A): Employment by weekly hours worked –
   a. Some countries seemed to have replaced this distribution with its mean. This distorts the original intention of looking at what happens not only in the middle but across the distribution, especially the tails.
(g) TIME-3(A): Average annual hours worked per employed person –
   a. This is a challenging indicator to compute and so, not surprisingly, none of the countries used it as is. A few countries replaced it by 'Average weekly hours worked per employed person'.
(h) ABOL-4 (A) : Forced labour rate –
   a. Few countries produced this indicator, due to lack of data. A few discussed the issue of forced labour on the basis of legislation.
(i) STAB-4(A): Subsistence worker rate and STAB-5: Real earnings of casual workers –
   a. Few countries used these indicators, generally due to data availability.
(j) EQUA-1 (M): Occupational segregation by sex –

a. The ILO proposed 3 measures for this indicator: female share of employment in each occupational sub-group, occupational distribution of employment by sex using sub-major groups, and Duncan Index of Dissimilarity using occupational sub-groups. None of the countries used sub-major occupational groups, which could impact adversely on their conclusions.

(k) SECU-3(A): Health expenditure not financed out of pocket –

a. Due possibly to data constraints, not many countries computed this indicator.

Future indicators. Country proposals and ILO developmental work

There are 11 statistical indicators identified in the ILO Framework as 'future' indicators to be developed by ILO or to be included later. Very few of the proposed new indicators from countries match any of these.

Following the guidance of the TME, the Office developed some new statistical decent work indicators during the pilot phase within the global conceptual framework and made some changes in the wording for clarity (see Annex 3). Specifically, eleven indicators have been developed and added by the Office, as described in the ILO *Manual on Decent Work Indicators. Concepts and Definitions* (May 2012):

- Work that should be abolished (3 indicators): Other worst forms of child labour, Forced labour, and Forced labour rate among returned migrants (these indicators were qualified as Future indicators in 2008 and are now included as additional indicators)

- Stability and security at work (4 indicators): Precarious employment rate, Job tenure, Subsistence worker rate, Real earnings of casual workers (these indicators were under the title "developmental work to be done" in 2008)

- Equal opportunity and treatment in employment (1 indicator): Share of women in wage employment in the non-agricultural sector (added given its inclusion among MDG employment-related indicators)

- Socioeconomic Context (3 indicators): Poverty measures including the Poverty headcount ratio, Poverty headcount index and Poverty gap index (as requested by constituents in pilot countries).

Furthermore, work is on-going on two Future indicators: (i) labour underutilization rate and (ii) indicator for fundamental principles and rights at work. In the case of labour underutilization, a new international statistical standard will be adopted in the 19th ICLS

The ILO intends to work on the other future indicators that are to be developed or to make decisions about those for future inclusion. MAP countries have generally not selected these future indicators since they are not yet defined and not easily compiled, or because they may not be useful for their own assessment at the national level.

<table>
<tr><td colspan="1">Future Indicators to be included or developed by ILO</td></tr>
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Future Indicators to be included or developed by ILO

Employment Opportunities

- Labour underutilization rate (proposals are being developed for submission to the 19th ICLS in 2013)

Decent working time

- Paid annual leave (developmental work)

Combining work, family and personal life

- Asocial/unusual hours (developmental work)

- Maternity protection (developmental work)

Equal opportunity and treatment in employment

- Measures of dispersion for sectorial/occupational distribution of migrant workers (decision to include)

- Measure for employment of persons with disabilities (decision to include)

Social security

- Share of population covered by (basic) health care provision (decision to include)

- Share of economically active population contributing to a pension scheme (decision to include)

- Public expenditure on needs based cash income support (as % of GDP) (decision to include)

- Beneficiaries of cash income support (% of the poor) (decision to include)

- Sick Leave (developmental work)

Social dialogue, workers' and employers' representation

- Fundamental principles and rights at work (work on going in ILO)

Regarding the indicators for 'Combining work, family and personal life', the ILO proposed two 'future' indicators (maternity protection, asocial/unusual hours). In the meantime, countries have gone ahead to identify, and sometimes use, their own indicators. Some of these are related to one of the future indicators, on maternity protection. None of them relates to the other future indicator, asocial/unusual hours.

The country proposals can be grouped into 5 sub-categories: time-related challenges, family challenges, child/maternity challenges, household activities and direct measure. These are addressing different concepts of what constitutes this substantive element. It is therefore important for the ILO to come up with a clear enunciation of the intended concept and/or proposals for indicators. Otherwise, inter-country comparisons would be a challenge.

Country proposals for indicators on Combining work, family and personal life

Time-related challenges

- Commuting times between home and work

- The proportion of workers with excessive working hours (Informal and casual employees)

Family challenges

- Per cent distribution of families by type of family living arrangements

- The proportion of the employed who are married (per cent of employed, by sex and age bands)

- The proportion of the employed who are household heads (per cent of employed, by sex and age bands).

- Share of children enrolled in pre-school education.

- The share of employed persons working at home by sex

- Per cent of persons that have difficulties to carry out basic activities (eating, walking, etc.) due to health problems

- The female labour force participation rate

Child care/maternity challenges

- Relative number of employees on leave to care for a child

- Relative number of employed women aged 16 years and over with children up to 3 years old by frequency of childcare use

- Maternity leave beneficiaries granted job leave as a per cent of employed women in childbearing age who had children over the past year OR in per cent of the registered number of employees

- Coverage of workers by maternity/paternity leave benefits as per cent of informal workers and formal workers

- % of factories in the garment sector who pay their staff for maternity leave

Household activities

- Distribution of time devoted to key categories of daily activities: Employment, Primary production, Service for income, Household maintenance, Care of family, Community service, Learning, Mass media use, Social and cultural, Personal care

- Share of economically inactive population performing household (family) duties, caring for children, sick and other family members

Direct

- The proportion of establishments implementing various programs to help workers balance their work and family responsibilities.

New indicators proposed by countries

Many of the proposed new indicators by MAP countries were further disaggregation of existing indicators using age groups, urban/rural, occupation and industry classifications, as appropriate. Such disaggregation is useful for countries with strong and adequate data. For countries with weak quality data, such disaggregation runs the risk of increased instability and/or sampling errors arising from very few observations in some cells, especially if using household surveys for the relevant data. Examples include:

- Occupational injuries by sex and detailed industry (e.g. brick, garment, etc.);

- Occupational accident by type of industry, sex and severity of injuries (even when aggregated over 5 years);

- Labour force participation rate, disaggregated by new entrant, indigenous and disability status.

These resulted in many cells with zero entries or very small numbers, so comparing reliably over time would be a challenge.

In some instances, no data was available to compute the proposed new indicators. Examples include:

- Employment by levels of skills training;

- Average earnings in precarious work;

- Economic/production loss due to occupational injury;

- Environmental impact of work.

These were identified but with the comment that no data source exists, which would suggest that they must be produced from future surveys if they are considered as relevant by national partners.

Some new indicators have been proposed to replace existing indicators that cannot be computed, and it is sometimes not clear how the new indicator is to be analysed in relation to the substantive element it is measuring:

- An analysis of minimum wage and median wage trends separately in comparison with an analysis of the ratio of the two variables, as required under the ILO Framework.

- Replacing the indicator of recent job training (EARN-7) with one relating to rate of certified workers. The latter is a rather static indicator of 'skilled' workers compared to the former which reflects current training activities.

- Number of tripartite and bipartite institutions. This is unlikely to change or change greatly within a short period of a few years. It could also suddenly jump to a high number or drop to a very low number depending on the political situation. It is therefore not very useful as an indicator on social dialogue.

- Poverty headcount rate (absolutely poverty line). Useful as this is for poverty analysis, its direct relationship with adequate earnings is not immediately obvious.

There are some useful proposals that merit further study by the ILO to determine the usefulness of propagating them to a wider audience, including discussing them in the ILO Manual on DWIs. These include:

- Rate of occupational diseases.

- Employment demand in the formal sector disaggregated by: a) economic sector; b) geographic location; c) occupation; d) income and occupation.

- Number of persons who work in unsanitary and unhygienic conditions, % of total number of registered employees.

- 'Wages/earnings' from self-employment, to be reworded to 'income from self-employment', this indicator is useful especially in economies in which self-employment is predominant.

Conclusions and recommendations on session 1 (data collection)

The basic structure of the ILO Framework, with the 10 substantive elements linked to the 4 strategic objectives, has been adopted by all the countries when producing their national assessments (Country Profiles). While the long national list of decent work indicators (for national assessments) cover all the substantive elements of decent work agenda, the short national lists of priority indicators (for monitoring purposes) do not include indicators for the ten substantive elements, showing that the countries did not always attach the same importance to the indicators as that reflected in the division of 'main' and 'additional' indicators in the ILO Framework.

Recommendations

Some further guidance is required to help countries in the following ways:

- Understanding why in proposing an indicator a particular type of average is used or a distribution is preferred to an average or vice-versa. Changing the methods of calculation could impact on the indicator use.

- Explaining that when disaggregating an indicator, care must be exercised that there would be no empty cells or cells with (or based on) small numbers. If not, comparisons over time or space could be fraught with interpretation challenges and subject to sampling errors.

- Increasing awareness that

  - The purpose of indicators is only to signal the possibility of underlying change in the phenomenon of interest. Then, if necessary, further statistics could be obtained and studied to identify more accurately what has changed and what could possibly be done about it. There is therefore no need to include as indicators all the possible statistics that could be associated with the phenomenon.

  - Indicators should preferably be selected only if (a) data is available or will shortly be available to compute it, (b) it is likely to change in a way that can be interpreted over a certain period of time, and (c) it bears some direct relationship to the phenomenon of interest.

- Explaining the conceptual difference between indicators, such as the decent work indicators that are designed to monitor policy at a highly aggregated level and programming indicators that are meant to monitor programme outputs, such as those in the decent work country programmes.

- Giving guidance on the selection of occupations for the computation of EARN-3, "Average hourly earnings in selected occupations." This could be based on the discussion given in Anker et al. (2003)[7] with respect to this indicator: "*This indicator is particularly useful for measuring wage trends and wage differentials between different groups of workers, such as men and women, or skilled and unskilled workers.*"

The ILO should make progress with developing those future indicators that were indicated as such; should make decisions on the use of the other future indicators; and should examine the possibility of propagating some of the nationally identified new indicators.

1.3. Data Collection (Session 2)

Data sources

MAP countries used labour force surveys and other household surveys (living standards, household budget, integrated) to compute most of the DWIs, especially those relating to substantive elements 1 through to 7. Some countries also used population censuses. This is because the vast majority of the indicators require individual data from household members. For indicators relating to substantive elements 8, 9 and 10, the data came from administrative sources such as ministries for labour, of health and of education as well as social security institutions. In some instances, statistics from secondary sources such as research institutions were also used for these elements. Two countries, Philippines and Ukraine, used establishment surveys for respectively indicators on occupational injuries and those relating to stability and security at work. Quite a few countries used secondary statistics from international repositories such as ILO KILM, ILO LABORSTA, World Bank, WHO and the ILO Social Security Inquiry database for some related indicators, since the idea was to compute the from national sources DWIs as far as possible.

Challenges faced by countries in using these sources

The challenges were the same as those highlighted by ILO officers during their presentation on the key statistical instruments to collect decent work data. In particular:

- Not many countries carry out regular annual or sub-annual labour force surveys, so new information may not be available to produce subsequent versions of Profiles. On the other hand, very frequent labour force surveys tend to have reduced scope to minimize respondent fatigue. This could be a challenge in producing DWIs such as the rate of informal employment.

- Other socio-economic household surveys may be done frequently. There is however a limit on the DWIs that could be obtained from such surveys given the competition for space and time from the other topics included in them, e.g. the informal employment rate may be difficult to compute.

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[7] Ibid

- Some DWIs, e.g. average real wages, can be obtained with good reliability from establishment surveys. However coverage issues, especially for small-sized establishments and informal sector enterprises, could militate against the completeness of the coverage. Moreover only a few DWIs can be produced from establishment surveys.

- There are some indicators that can only be obtained from administrative sources, e.g. labour inspection rate, minimum wage, strikes and lockouts, rate of enterprises belonging to employer organization, public expenditure on needs based cash income, etc. So MAP countries made use of these sources, although reluctantly for well-known reasons. Even countries with reasonably advanced statistical systems, such as South Africa, expressed concern about the quality of their administrative data. The points of particular concern about the data include the fragmentation of the data sources, the level of data disaggregation, poor quality, production frequency, accessibility, timeliness, and weak data collection mechanisms.

- The lack of effective coordination of the national statistical system to ensure, inter alia, standardization of concepts, definitions and classifications between different producers and over time for variables such as labour force status, lower age limit for economic activity, youths, urban/rural; coordination of production activities to avoid over-laps and minimize gaps and of production timetable to facilitate timeliness in the production of DWCP. For instance, Brazil had to cope with changes in their LFS methodology in the nineties and in the definition of urban/rural boundaries. Philippines had to do the same due to revision in the definition of unemployment in 2005.

Recommendations

Funding to implement surveys, both household and establishment surveys, continues to be the major bottleneck in the regular production of DWIs. Countries, with some donor assistance, should intensify their efforts to search for the funds within the context of their National Strategies for the Production of Statistics. Without such regular surveys, the DWCP will not be of much use for policy purposes as it will be based on out-dated statistics or will not have the statistics to carry out any trend analysis to assess progress.

With respect to the national statistical system as it concerns decent work statistics, it would be useful:

(i) for ILO and other development partners to help actively promote within countries the integration and coordination of the system;

(ii) for the Ministry of Labour responsible for developing Country Profiles, to convince providers and producers of the utility of the data or statistics they supply for computing the DWIs; to encourage the establishment of Memorandums of Understanding between the Ministry of Labour and these other units to ensure regular and timely supply of the data/statistics needed for computing the DWIs.

(iii) for the Central Statistics Office to continue supporting other producers to improve the quality of their data through providing the necessary equipment, to the extent possible; technical assistance through staffing support, review and development of collection instruments and methods and improvement of storage methods.

The invited countries expressed the need to develop Decent Work Country Profile on a regular basis and for some of them on a yearly basis. Given the irregularity in data availability and differences in the timing of production of data by providers, it may be useful for countries not to aim to review Country Profiles in its entirety every year. Instead countries could aim to review different aspects of the Profiles as frequently as the data becomes available. In any event, countries should continue to explore and use to the maximum all data sources available.

The ILO should further develop its guidance on the relative advantages of different data sources especially for indicators analysed by occupation:

- Censuses are the best source for data at the level of sub-major occupation groups when computing the measures on occupational segregation. Labour force surveys may have only very small numbers for some of these groups because of the sample size used. Although this is less of an issue if major groups are used, as was done by most countries, the sensitivity required to detect gender differences is greatly reduced at this level.

- Establishment surveys are limited in the data available for computing the indicator 'Average hourly earnings in selected occupations', since data on wages and hours for individual occupations are not obtainable from them. Although labour force surveys can give data on wages and hours for individual occupations, the resulting indicator may be unreliable because of possible small numbers for some of the detailed occupations due to small survey sample size.

Countries should be encouraged to use their labour force surveys to collect data on trade union membership and occupational injuries, as the indicators derived from them are of good quality and/or coverage. Although this is explained in the ILO Manual on DWIs, none of the MAP countries can use this source for these purposes (questions are to be added in national LFS in this regard).

Development of decent work indicators databases

MAP countries have not in general developed specialized databases on DWIs that they intend to continue populating and/or making publicly available. A few have expressed an interest to do so, like the Philippines having developed a DW database, to be launched by end 2012. Other countries prefer to integrate the DWIs into their existing databases generally hosted in the Ministry of Labour, the NSO or Employment Observatories.

Participants at the meeting were impressed and excited about the comprehensive, integrated and interactive database on DW statistics, legal indicators, textual information, etc. presented by the ILO. Information on the ILO knowledge gateway project was also well received.

It is not necessary for countries to have a specialized DWI database by itself. Countries should consider integrating the DWIs into their national socio-economic information system in a way similar to the database system created by the ILO Statistics Department.

General Recommendations for Sessions 1 and 2

Countries should remember that the purpose of the Profiles is to self-assess progress towards decent work. This can be done quantitatively, through numeric indicators, but can also be done qualitatively. Even when quantitative indicators are being used, it is important to interpret them based on contextual knowledge of the phenomenon (social, economic and legal context). Thus if an unlikely value is obtained for an indicator, it is

essential to try to understand why this happened and not to simply accept and use it in the Country Profile.

The Decent Work Indicators and Country Profiles are essentially macro-level instruments assessing progress in decent work from a national or regional perspective. However, decent work is particularly an individual concept relating to each person. How can decent work be measured and how would it relate to the macro indicators when aggregated over persons? For example in order to assess the situation with respect to economic activity using the unemployment rate, the labour force status of each person is first determined and then aggregated to get the necessary statistics and indicators. Can we similarly assess the decent work situation or status of each individual and then aggregate to assess the macro situation at national level?

2. Lessons learnt on developing regular national assessments for monitoring decent work (Session 3) [8]

This section provides an overview of lessons learnt regarding the development of regular national assessments for monitoring progress toward decent work (based on two days of discussion in the MAP meeting as well as the documentation provided, including more than 12 national Decent Work Profiles).

Presentations, discussions and comments in this meeting have been almost exclusively positive in nature. This was striking. The Decent Work Country Profiles have been found interesting and very informative.

Some improvements of Decent Work Country Profiles are suggested, on the basis of discussions in this meeting. These suggestions can be thought of partly as a compilation of best practices drawn from Decent Work Country Profiles and meeting presentations. It is worth noting that the suggestions, comments and observations are constructive criticism intended to help improve such reports in the future. They are for the most part coming from the discussions, documents and/or meeting presentations.

2.1. Background to beginning of ILO work on Decent Work Indicators and lessons for Decent Work Country Profiles

The concept of "decent work" was introduced in 1999 by the then new Director General Juan Somavía. It was a new concept in the sense that it encapsulated in one phrase ILO's work and mission. It was not new in the sense that it did not change ILO's mission or introduce new areas for ILO. Nonetheless, it had implications for ILO work, since "decent work" implicitly emphasized certain aspects of ILO work and activities and so made them more difficult to ignore. For example, "decent work" is a comprehensive concept. Therefore, it is important for decent work indicators to include all aspects of work. "Decent work" implies that one has to be concerned with both the legal framework and working conditions in a country as both are required to ensure decency. The word "decent" connotes the need for minimum acceptable working conditions and therefore the need for some indicators to measure the situation of the disadvantaged and poorest such as indicators that measure the extremes of distribution such as excessive hours and low pay rate. The word "work" implies a concern for all types of work and types of workers and not just workers in large establishments in the formal sector.

Once "decent work" was accepted as the mission statement for ILO, an obvious issue was how to measure it. There was no agreement on this in the beginning, and indeed there was some opposition to the idea that "decent work" could or should be measured.

At this time, Gerry Rodgers was setting up the Policy Integration Department and he asked Richard Anker if he would be willing to establish and head a new unit on Statistical Development and Analysis (SDA). He agreed if he would be allowed to set up an Advisory Group on Statistics (AGS) that included members from every part of the ILO and so be representative of the comprehensive nature of ILO and the "decent work"

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[8] Contribution of Richard Anker (ILO)

concept. The reason for establishing a broad and comprehensive group such as AGS was that statistical work inside ILO at the time was disorganized and uneven across departments as regards maintaining databases for relevant decent work indicators. ILO itself needed a process for organizing statistical work and databases if "decent work" was to be defined and measured. Also, the world of work was not well represented in Millennium Development Goals and Poverty Reduction Strategies partly because neither ILO nor a sufficient number of countries had data for many decent work indicators.

SDA and AGS were able to develop a framework and a parsimonious yet comprehensive list of decent work indicators, presented by the TME in September 2008. The MAP project has used this framework and its specific indicators and minor changes have been included in this pilot-process. The reason for bringing up some ILO history is that an important reason for the usefulness and acceptance of the decent work indicators by the MAP countries is due in no small measure to the participatory and consensus process used in AGS within ILO. Similarly as discussed below, the consensus building tripartite process used by MAP is an important reason for its success. Also, another reason for tripartite acceptance of the decent work indicators developed by ILO and used by MAP countries is that the 10 aspects of decent work identified were chosen specifically to represent characteristics of work that ordinary people from around the world consider to be important aspects of decent work.

While Decent Work Country Profiles were not the only way forward to measure and report on decent work using decent work indicators, they were an obvious way forward. And they were probably the best way forward because of the comprehensive nature of the decent work concept. It is difficult to see where else than national Decent Work Country Profiles that so much varied information on decent work could be successfully brought together. While ILO could produce international and regional reports on decent work, such reports would find it almost impossible to discuss and include in a systematic way legal framework information because this would require details that are country specific.

It is important to note and draw attention to the new work done in recent years in ILO on decent work indicators. All of the legal framework indicators used by MAP countries have been developed recently. While SDA and AGS recommended developing legal framework indicators because the comprehensive nature of decent work means that decent work is not possible without a favourable legal environment for work, collecting and succinctly reporting national legal framework information is not easy because laws are complex. The Office and MAP should be commended for work it has done in this area. Also as reported in this meeting, the Department of Statistics has been very active in recent years developing and improving the measurement of decent work. The Department of Statistics reported in the meeting how it is: developing a new comprehensive and flexible database for public use; a manual for decent work indicators that includes how to define, measure and interpret each indicator; questions and questionnaires for measuring decent work indicators that could be used to improve labour force surveys; and on-going assistance to national statistical offices to help improve measurement of decent work.

2.2. MAP process of developing national Decent Work Indicators and Decent Work Country Profiles through tripartite consultation

Value in own right for social dialogue and increasing interest in and support for decent work

Participants in the meeting repeatedly mentioned and discussed the tripartite process of consultation required by MAP to produce Decent Work Country Profiles. Tripartite consultation at the national level is used to identify an agreed set of decent work indicators as well as to approve drafts of national Decent Work Country Profiles.

Almost without exception, comments over the past two days were favourable as regards MAP's tripartite process. This positive impression of participants of the tripartite process used by MAP was striking. It was especially striking because there were positive comments and reactions from all of the social partners.

The tripartite process used under the project is important for MAP's success. There are a number of reasons for this brought out in the meeting. Tripartite consultations appear to have helped build a feeling of national ownership of the decent work indicators used to measure progress toward decent work as well as the Decent Work Country Profiles produced by MAP. Tripartite consultation appears to have helped increase advocacy for the multi-dimensional nature of decent work and so help move away from the current overreliance on concern for only employment and unemployment. Tripartite consultation helped provide a reality check on the Decent Work Country Profiles produced by MAP. And most importantly, tripartite consultation helped to provide a fact-based basis for social dialogue.

It is important that the value of the tripartite process used by MAP not be underestimated. It has significant value in its own right. At the same time, it is important that MAP's tripartite process not be allowed to prevent governments from publishing and disseminating statistical information on decent work indicators at its disposal that were not approved by tripartite consultations. For example, Peru's government representative reported in the meeting that tripartite committees were able to agree on only 14 indicators whereas Peru has about 40 decent work indicators ready for dissemination.

ILO Decent Work Indicators should be a launching pad, not a straightjacket, for measuring progress toward decent work

Suggested ILO decent work indicators are divided into main, additional and future indicators. The intention is that every country should use all of the main indicators along with additional and future indicators that are available and felt to be useful when preparing Decent Work Country Profiles.

The ILO framework should not be considered as sacrosanct and like a straightjacket, but should be seen as more of a launching pad for measuring decent work. When other relevant decent work indicators are available in a country, they should be considered for inclusion in a Decent Work Country Profile. Some countries follow this approach of using ILO decent work indicators as a launching pad for measuring decent work, like South Africa and Brazil. Peru representative described in the meeting how they are doing this in their statistical system although not in their Decent Work Country Profile because of an inability to obtain tripartite agreement. In these three examples, other decent work indicators have been added when data were available and felt to be useful. For example, Brazil used time use data to measure difficulty of combining family and work life for

men and women. These are good examples of why it is useful and informative to go beyond ILO list of decent work indicators.

2.3. Some recommendations for improving the Decent Work Country Profiles

The 11 chapter structure of the profiles: Useful but has disadvantages that need to be addressed

Decent Work Country Profiles contain 11 chapters. They have an introductory chapter that sets the stage for the Country Profile by describing the socio-economic-demographic situation in the country. This background chapter is followed by 10 chapters that discuss 10 different aspects of decent work. This report structure has important advantages. First, it ensures that 10 aspects of decent work are covered and discussed in detail in the Decent Work Country Profile. Second, discussing each aspect of decent work separately is easier than discussing groupings of decent work aspects at the same time (e.g. discussing employment opportunities, hours and earnings all together), because the expertise required for one particular aspect of decent work is more manageable. Third, chapters are more focused since this structure of Country Profiles ensures that each chapter is reasonably concise and so easier to read.

The current structure of Decent Work Country Profiles also has disadvantages. First, by having a separate chapter for each aspect of decent work, those preparing Decent Work Country Profiles are implicitly encouraged to see and treat each aspect of decent work separately and in isolation. This is unfortunate, because decent work is an integrated concept. Second, there is a natural and understandable tendency to make each chapter of similar length – otherwise, some chapters might appear bare and out of place. Yet, the importance of particular aspects of decent work is not the same in each country. For example, the need to eliminate child labour may be very important in low income countries whereas child labour may be unimportant in high income countries. Also, availability and reliability of decent work indicators may be greater for some aspects of decent work (e.g. employment opportunities and earnings) than for other aspects of decent work (e.g. combining work and family life and safe work) which again implies that it would be appropriate for the length of chapters to differ more than do at present.

Given the practical advantages of the current structure of Decent Work Country Profiles, it may not make sense to change this structure. At the same time, it is important to make every effort in Country Profiles to guard against the disadvantages of the current report structure noted above.

As much as possible, linkages between decent work indicators should be brought out. In this way, integrated nature of decent work would become more apparent in Country Profiles. For example, hours of work and earnings per month are related. Frequency of excessive hours of work and real value of low pay rate are related. Economic growth, labour productivity and real value of earnings should be related. Frequency of excessive hours of work and occupational injuries should be related. Occupational sex segregation, male-female wage gap and types of jobs held by women should be related. For this reason, Country Profiles should make a serious effort to analyse linkages between decent work indicators within chapters as well as across chapters. This can be accomplished partly through the use of figures and graphs. It can also be accomplished partly through a better linkage between legal framework decent work indicators and statistical decent work indicators when discussing policy options.

Also, it should be acceptable for the length of the 11 chapters to substantially differ depending on the relative importance of different aspects of decent work and data availability and reliability in a country. For example, it makes no sense in a high income country for the chapter on child labour and the chapter on employment opportunities to be anywhere of similar length.

Need for improved perspective in Decent Work Country Profiles

Decent Work Country Profiles at present are insular in the sense that they almost always describe the national situation without any or very little reference to the situation in other countries. While this is understandable because Country Profiles are intended to describe the national situation, it is unfortunate. Readers who are not intimately familiar with the country have no way of knowing how typical or unusual working conditions and progress toward decent work are in the country. Nationals who are not familiar with the situation in other countries have no way of knowing how typical or unusual working conditions and progress toward decent work are in their country.

Firstly, readers would benefit greatly from more background information on the country than is presently provided. Readers would benefit from knowing, for example, the country's development level (is it a low, lower middle, upper middle or high income country), trade groups country belongs to (does country belong to for example ASEAN, ANDEAN, EU, CIS), openness of the economy (e.g. imports and exports as per cent of GDP), demographic situation (e.g. total fertility rate and dependency rate), and extent to which economy is dependent on a particular sector such as mining (e.g. per cent of GDP from this sector). Such indicators should be added to the context decent work indicators. While some Decent Work Country Profiles discuss such additional background factors, this is not done systematically in all Country Profiles and some of the above additional background indicators are rarely reported in a clear and direct way. For example, none of the Decent Work Country Profiles indicated the country's development level according to the United Nations or World Bank and most Country Profiles did not indicate exact size of the major primary sector or openness of the economy.

Secondly, readers would benefit from knowing something about the situation in other similar countries as regards both legal framework and statistical indictors of decent work. This might consist of information on decent work indicators for the trading block the country belongs to, or neighbouring countries, or countries in the region, or countries at same development level from the region. It is up to each country to decide what countries or types of countries are appropriate. Such information would provide a perspective for readers regarding progress toward decent work in the country. Without this information, readers are at somewhat of a loss of knowing how to interpret progress toward decent work in the country. For example, a low income country might have substantial decent work gaps, but since this is expected in a low income country, readers need a basis for ascertaining or understanding whether this situation is unusual. Or a country might have experienced substantial progress toward decent work in some aspects of decent work but not in other aspects. Without information for similar countries, readers of Country Profiles have no basis for knowing if there are larger forces at work that other countries in the region have also experienced.

Thirdly, it is also important for readers to have some idea of the effective reach of laws and regulations as well as the types of workers covered by different statistical decent work indicators. Unfortunately none of the Decent Work Country Profiles indicated the effective reach of laws and regulations in percentage terms, even the rough and ready ranges suggested by ILO (e.g. few, some, about half, many, most, almost all). This means that readers are not provided with a clear idea of the extent to which workers in the country are effectively covered by different laws and regulations. However some

Country Profiles do a good job of dealing with this by continually referring to the size of the informal sector. It would be important for all Country Profiles to provide this type of information so that readers have a rough idea of how many workers benefit from favourable legal provisions.

It is also important for readers to have a rough idea of the number and types of workers covered by statistical decent work indicators. For example, statistical indicators on safe work often only cover workers in large formal establishments. Estimates of effective coverage do not need to be a precise percentage (which would in any case be almost impossible to estimate for almost all countries) as the reader only needs a very rough indication of effective coverage. For example are relatively few workers (say less than around 10 per cent) effectively covered as would be the case in many low income African countries with many small farms in rural areas and a large informal sector in urban areas?

Need for parsimonious use of figures and graphs in Decent Work Country Profiles

Almost all Decent Work Country Profiles to date consist only of text and tables. A few Country Profiles have used figures or graphs. Brazil and Philippines Decent Work Country Profiles are exceptions and Peru used figures to present its findings in the meeting. These presentations of findings were much more interesting and much easier to follow and read when they used figures and graphs. Simply put, Country Profiles are able to more effectively communicate findings when they use figures and graphs.

Another advantage of figures and graphs is that they encourage analysis of interrelationships between decent work indicators and so increase integration between different decent work indicators in Country Profiles, something which is a problem with current Decent Work Country Profiles. And by including figures with two or more decent work indicators in a figure, Country Profiles would be more or less forced to analyse and explain interesting relationships between indicators.

The parsimonious use of figures and graphs should therefore be strongly encouraged in future Decent Work Country Profiles. With this in mind, three types of figures based on data included in Country Profiles are provided below to help illustrate how figures can be used to bring out interesting relationships between decent work indicators (see Annex 2).

Need to be more critical of suspicious values of decent work indicators such as an unrealistically large change over short time period

Presentations in the meeting as well as in Decent Work Country Profiles almost always used reported values of decent work indicators without considering their reliability or accuracy. This practice should be changed, although it is worth noting that some countries do critically scrutinize their decent work indicators such as the Philippines which mentioned this in the meeting. Reported values need to be looked at critically and unusual values especially need to be looked at sceptically. Discussion in the meeting frequently mentioned data problems especially with administrative data. This type of critical appraisal of data, however, is not presently part of most Country Profiles, as Country Profiles at present generally uncritically accept and discuss reported levels and trends in decent work indicators even when data problems are mentioned earlier in a chapter.

The need to be sceptical of reported values for decent work indicators is easier to see when there is an unusually large change in reported values over time and especially over short periods of time. For example in the meeting, one country reported uncritically that the employment to population ratio fell from 82 per cent in 2005 to 69 per cent in 2008

and the frequency of excessive hours fell from 23 per cent in 2005 to 9 per cent per cent in 2008. Another country uncritically reported that the male-female wage gap rose from 12 per cent in 2004 to 27 per cent in 2009. None of these reported changes are possible in such a short time period in the real world. One possibility is that definitions changed. Another possibility is that questionnaires or sampling changed. Whatever the reasons, it is important to try and determine in such circumstances whether the earlier or later reported value is more appropriate for these decent work indicators. It is also important not to get caught up in discussing reported changes in decent work indicators when reported changes are not real. The unfortunate reality in the two examples noted above from the meeting is that available data in these two countries do not allow one to determine whether or not there has been progress in recent years in these aspects of decent work.

Need to disaggregate data and discuss differences in decent work indicators between men and women and between major disadvantaged groups

It is important to always keep in mind that achieving decent work is especially problematic for women and disadvantaged groups, because they are often discriminated against. It is also important to keep in mind that virtually all countries have disadvantaged groups that are discriminated against. While the basis for discrimination varies across countries, discrimination exists in almost all countries. It might be based on for example gender, race, ethnicity, national origin, or religion.

Given this situation (existence of important disadvantaged groups with greater vulnerability, and greater decent work gaps), it is important for Decent Work Country Profiles to report values for decent work indicators by gender and for major disadvantaged groups. Decent Work Country Profiles to date are generally good in this respect when it comes to gender but not very good when it comes to major disadvantaged groups. The Brazil and South African Country Profiles are exceptions as they tabulate most decent work indicators by race.

Given important differences between men and women as regards decent work and availability of data by sex for many ILO statistical decent work indicators, it is an open question whether each of the 10 aspects of decent work in Country Profiles should include a separate subsection concerned with women/gender, or whether it is acceptable to discuss male-female differences indicator by indicator as part of general discussion as is done at present in Country Profiles. The current approach works well when gender is conscientiously analysed in each chapter. At the same time, the current approach is good only when this is conscientiously done. This implies the usefulness of including in the summary at the end of each chapter a separate summary for women and disadvantaged groups in order to help ensure that the current approach is indeed done conscientiously; otherwise, the alternative approach of a separate chapter on gender is warranted.

It is important to recall the use of the index of dissimilarity to measure the overall level of occupational sex segregation, because most Decent Work Country Profiles use this index. Unfortunately the index of dissimilarity does not provide an accurate indication of occupational sex segregation when it is based on one-digit major occupational data that are used in almost all Decent Work Country Profiles to date. More disaggregated minor or unit occupational data are required to measure overall levels of occupational sex segregation when indexes such as the index of dissimilarity are used. Hopefully in the future, this misuse of the index of dissimilarity to measure overall level of occupational sex segregation will be rectified.

2.4. The way forward

Regularity of reporting on progress toward decent work and frequency of future Decent Work Country Profiles

Participants from all countries in the meeting mentioned a desire to produce regular national Decent Work Country Profiles in the future - annual Decent Work Country Profiles were generally mentioned. This was a clear message from the meeting. Countries would like to regularly report on progress toward decent work and have ILO assistance for this. This is a good idea, since the tripartite partners and the public should know on a regular basis the extent to which progress toward decent work is being achieved in their country.

However it is important to think about how best to regularly report on progress toward decent work. Annual Decent Work Country Profiles may not be the best approach. A major problem with annual Decent Work Country Profiles is that annual change in many of the statistical decent work indicators is very small and most laws do not change each year. This means that there may not be much new to write about each year. Further complicating the issuing of annual Country Profiles is that statistical decent work indicators are subject to measurement error (especially non-sampling error such as changes in: definition, questionnaire design, quality of fieldwork, and quality of administrative record reporting) and this error can be quite large for some indicators. Participants at the meeting frequently mentioned that measurement error is especially large for indicators drawn from administrative records. This means that it is common for small real annual changes for statistical decent work indicators to be swamped by measurement error. This in turn implies that it is often unwise to take too serious reported change over one year in some decent work indicators. It is worth noting that in such circumstances, it might be best to use smoothing techniques and moving averages for several years.

Given this situation (small real annual change and substantial measurement error for many statistical indicators and no annual change for most legal framework indicators), there is a need to consider if annual Decent Work Country Profiles are appropriate. With this background in mind, some suggestions can be formulated based in part on experiences of annual world reports of international organizations such as ILO, UN, UNICEF, UNESCO and World Bank[9].

Annual or bi-annual Decent Work Country Profiles could make sense in countries with more advanced statistical systems, partly because it is likely that the precision of estimates for most statistical decent work indicators would be acceptable especially if smoothing techniques such as moving averages of annual values were used when necessary and appropriate. Also, such countries are more likely to have the necessary staff and expertise to do Country Profiles with such a short turnover period. But if annual or biannual Country Profiles are produced even in such countries, it is important that their content and structure differ from that of current Decent Work Country Profiles. Since real change from year to year is generally small, it would not be appropriate to keep the same structure and content as current Decent Work Country Profiles as there would be too little new to write about each year for many of the statistical and legal decent work indicators to make annual Country Profiles sufficiently interesting. One way of dealing with this situation that annual and bi-annual reports of international organizations follow is to have each new Country Profile mainly focus on one aspect of

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[9] See also R. Anker *Reporting regularly on decent work in the world: Options for ILO*

decent work with the data for all of the decent work indicators included in an appendix. For example, one year the focus might be on employment opportunities or social security. The next year the focus might be on hours of work and earnings. In this way, each year the Decent Work Country Profile would be fresh and interesting.

For countries without advanced statistical systems (which would include most developing countries), Decent Work Country Profiles every 5 to 10 years would be more appropriate. This longer period between Country Profiles would allow for real change to be more apparent relative to measurement error as well not put undue demands on scarce national expertise and resources.

Regardless of whether Decent Work Country Profiles are done annually or biannually or every 5 or 10 years, it makes sense for countries to regularly report on progress toward decent work using annual or biannual factsheets (with possibly an accompanying executive summary). This would be feasible for all countries and provide the public and tripartite partners with information on progress toward decent work and it would have the added advantage of maintaining and hopefully improving decent work statistical and legal framework information systems.

Possible extensions for national Decent Work Country Profiles

Two possible extensions for Decent Work Country Profiles were mentioned in the meeting. Brazil and Indonesia mentioned that they plan to do provincial and possibly even municipal decent work profiles in the future. This type of extension makes great sense in my opinion for very large and diverse countries such as like Brazil, Indonesia, India and China, since one national value for decent work indicators may be of limited value given major regional differences within these countries. Although not exactly analogous, it would not be sufficient for example for ILO to report one value for the world for each decent work indicator without also indicating how values differ across countries and regions.

Another possible extension of Decent Work Country Profiles mentioned in the meeting was to do decent work profiles for groups of countries. This might be for a region such as Southern Africa or Central America. This might be for an economic grouping such as ASEAN or EU. Indeed, the Bureau of Statistics of the ILO has already started to do this for parts of Africa. This type of extension makes sense, since countries in a region or in an economic grouping or at a similar level of development have much in common as regards working conditions and data availability. Indeed there were repeated appeals in the meeting by participants for ILO support for greater interaction between countries within regions. Regional type Decent Work Profiles makes sense for several reasons in my opinion. Greater interaction between county representatives would be enriching to countries as well as help improve the quality of national Decent Work Country Profiles as countries would be able learn from the best practices of other similar countries. Regional type Decent Work Country Profiles would also be very informative for the tripartite partners and public as they would provide a way of looking at progress toward decent work for regions and extent to which different countries are participating in this progress. Regional type Decent Work Country Profiles would also be a very valuable source of information for countries wishing to add perspective to their national Decent Work Country Profile.

Need to draw together results from the 11 chapters to provide conclusions and an overview for readers about progress toward decent work

Decent Work Country Profiles contain one background socio-economic-demographic chapter and 10 chapters on 10 aspects of decent work. Profiles do not include a final

chapter that summarizes overall progress toward decent work in recent years. Readers are in a sense left hanging, having to draw their own conclusions about how well the country has been progressing toward decent work overall. A final chapter would help since it is too much to expect readers to be able to digest the wealth of information provided in Decent Work Country Profiles and draw general conclusions.

Decent Work Country Profiles should include a summary that draws general conclusions about progress toward decent work. Readers would appreciate a clear statement and summary about the form of recent progress toward work. For example, readers would like to know: how the country has been doing overall; which decent work gaps are especially large; where progress has been most rapid and where it has been least rapid. Readers would also like to know: which decent work gaps are especially large for women and disadvantaged groups; and how extension recent progress toward decent work has been for women and disadvantaged groups.

This summary could be provided in a 12th chapter. Alternatively or in addition, this type of overall appraisal of decent work gaps and recent progress toward decent work could be done in an extended executive summary or a snapshot summary that accompanies the Decent Work Country Profile (as developed for MAP countries). Either way, Country Profiles should succinctly draw conclusions for readers about overall progress toward decent work based on the wealth of information presented in Decent Work Country Profiles.

Annex 1. Meeting Agenda

ILO/EC Project
"Monitoring and Assessing Progress on Decent Work (MAP)"

MEETING ON MEASURING AND MONITORING DECENT WORK
Lessons learnt from MAP countries

Geneva, 27-29 June 2012
ILO Building, Room IX, R2 South

AGENDA

<u>**Wednesday 27, June 2012**</u>

8:30- 10:00   Registration (ILO Building, R2 South) and Coffee

10:00-11:00   <u>**Introduction**</u>:
- Opening remarks
  Rafael Díez de Medina, Director, ILO/STATISTICS
  Stephen Pursey, Director, ILO/INTEGRATION
- The EU contribution to the Decent Work Agenda
  Marco Ferri, Delegation of the EU to the UN in Geneva
- o The MAP project: a pilot process to implement the global ILO
  framework on the measurement of Decent Work
  Naïma Pagès, MAP- ILO/INTEGRATION

11:00-12:00   <u>**Session 1:**</u>
Chairperson: *Rafael Díez de Medina and Stephen Pursey*
The ILO framework on the measurement of Decent Work and its application at the national level
- o The Decent Work indicators as selected in the ILO
  framework: description, concepts and definitions
  (i) Statistical indicators and international definitions
  Monica Castillo, STATISTICS (15 min)
  (ii) Legal framework indicators and International labour
       Standards, *Claire La Hovary, Legal Specialist (15 min)*
- o Discussion *(30 min)*

12:00 - 13:00   - Countries' experiences on identifying Decent Work indicators on
the basis of the ILO Framework on the measurement of decent work
Working groups by region (Africa, Latin America, Asia, CIS)

14:30 - 18:30   <u>Session 2:</u>
How to collect better data to measure Decent Work?

14:30 - 15:30   Countries' experiences on improving statistical instruments and national databases on decent work
Working groups by region (Africa, Latin America, Asia, CIS)

15:30 - 15:45   *Coffee break*

15:45 – 16:30   Plenary presentations by region (Session 1 and 2)- 10 min/group
Chairperson: Monica Castillo

16:30 - 17:00   Statistical instruments to collect decent work data
Chairperson: David Glejberman
- The key statistical instruments to measure Decent Work indicators, *Mustafa Hakki Ozel, STATISTICS (15 min)*
- Core module on Labour Force Survey questionnaires
Elisa Benes, STATISTICS (15 min)

17:00 – 17:30   Plenary discussion 1
Chairperson: Tite Habiyakare
Main achievements and challenges on data collection.
Lessons learnt and best practices among the MAP countries.

17:30 - 18:10   The ILO Databases on Decent Work indicators and regional initiatives
Chairperson: Monica Castillo
- Statistical indicators database ILOSTAT *(10 min)*
Edgardo Greising, STATISTICS
- Legal indicators databases *(20 min)*
Eric Gravel, NORMES and Corinne Vargha, DIALOGUE
- Regional initiatives in Africa and Latin America (*10 min*)
Tite H., Honoré D., José Ribeiro, STATISTICS /MAP

18:10 – 18h45   Plenary discussion 2
Chairperson: Rafael Díez de Medina
Main achievements and challenges on developing databases
Lessons learnt and best practices among the MAP countries.
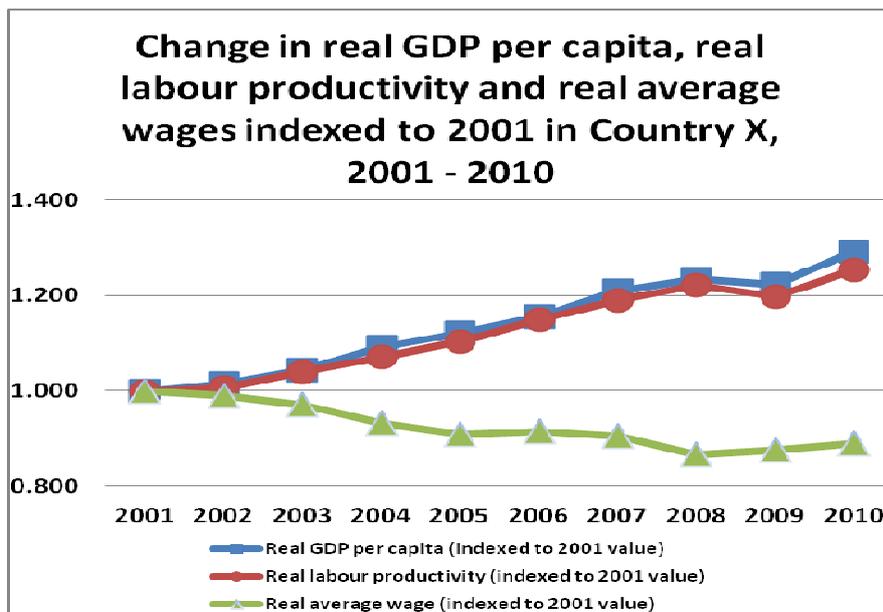
18:45   Cocktail

9:30 - 12:30   **Session 3:**
                 The Decent Work Country Profiles: national assessments on
                 progress towards Decent Work and links to policy making
                 Chairperson: Stephen Pursey

9:30 - 10:00   - Decent Work Country Profiles: why, what, for whom, and
                 links to policy making
                     Nikolai Rogovsky and *Naïma Pagès, INTEGRATION*

10:00 - 11:00   - Countries' experiences on developing Decent Work Country
                 Profiles (main results)
                     o Latin America: Brazil and Peru (30 min)
                     o Africa: Niger, Zambia, South Africa (30 min)

11:00 - 11:15   *Coffee break*

11:15 - 12:00   - Countries' experiences on developing Decent Work Country
                 Profiles (main results)
                     o Eastern and Central Europe: Ukraine (15 min)
                     o Asia: Cambodia, Indonesia, Philippines (30 min)

12:00 - 12:30   - Plenary discussion
                 Chairperson: Stephen Pursey
                 .

14:00 - 18:00   **Session 3 continued:**
                 The Decent Work Country Profiles: national assessments on
                 progress towards Decent Work and links to policy making

14:00 - 15:00   - The Decent Work Country Profiles: an advocacy tool for policy
                 making through social dialogue
                 Working groups by region (Africa, Latin America, Asia, CIS)

15:00 - 15:45   - Plenary presentations of the Working groups -10 min by group-
                 Chairperson: Nikolai Rogovsky
                     o   Latin America (Brazil/Peru)
                     o Africa (Niger, South Africa, Zambia)
                     o Eastern and Central Europe (Ukraine)
                     o Asia (Cambodia, Indonesia, Philippines, Bangladesh)

15:45 - 16:00   *Coffee break*

16:00 – 17:00   Plenary discussion on Session 3 (am + pm sessions)
                 Chairperson: Stephen Pursey

17:00 – 18:00   Meeting of Employers' representatives

9:00 – 10:00   Meeting of Workers' representatives

10:00 – 12:00	**<u>Session 4:</u>** ***For a Global Methodology on Measuring and Assessing Progress on Decent Work*** *Chairperson: Stephen P. and Rafael D.de M.*
10:00 - 10:30	- Reporting on Sessions 1 and 2: lessons learnt on measuring Decent Work at the national level (data collection, databases) *S. Young*
10:30 - 11:00	- Reporting on Session 3: lessons learnt on developing regular national assessments for monitoring Decent Work *R. Anker*
11:00 - 12:00	- Global discussion, overview and closure of meeting

Annex 2. Three examples of possible types of to illustrate usefulness of including figures and graphs in Decent Work Country Profiles

The following graph describes a situation where average real wages decreased substantially over time in Country X despite impressive economic growth. What I did is take reported data on real labour productivity, real average wages and real per capita GDP and indexed each of these to 2001 (first year with data for all these indicators). Between 2001 and 2010 while real labour productivity and real GDP per capita increased by 25-29 per cent in Country X, average real wages decreased by 11 per cent in the same time period. This is a striking and unexpected situation, because economic growth, especially economic growth supported by increasing labour productivity, should theoretically lead to higher wages for workers. This means that if the following figure were included in a Decent Work Country Profile, the observed surprising deterioration in real wages despite impressive economic growth would have had to be addressed and discussed in the Country Profile. There is no way that discussion of this unexpected situation could be avoided if this figure were included in the Country Profile. This figure also illustrates how figures can be used to help ensure analysis and integration of decent work indicators across chapters, as labour productivity and GDP per capita appear in the socio-economic-demographic background chapter and average real wages appears in the adequate the earnings chapter.

Change in real GDP per capita, real labour productivity and real average wages indexed to 2001 in Country X, 2001 - 2010

- Real GDP per capita (indexed to 2001 value)
- Real labour productivity (indexed to 2001 value)
- Real average wage (indexed to 2001 value)

The following figure illustrates graphically how union membership in Country Y changed between 1992 and 2007. What I did was take reported data in Country Y on union density rate by sex, race and location and graphed these data. Notice how while the union density rate remained more or less unchanged over these 15 years at around 18 per cent (last two columns in figure), there were major shifts in the composition of union membership. Increases in female union membership counterbalanced a decrease in the male union density rate. Increases in black union membership counterbalanced a decrease in the white union density rate. And increases in rural union membership counterbalanced a decrease in the urban union density rate. This repositioning of union membership in Country Y is very interesting and would need to discussed and explained if the following figure were included in this country's Decent Work County Profile.

Trade union density rate by sex, race and rural/urban residence in country y, 1992 and 2007
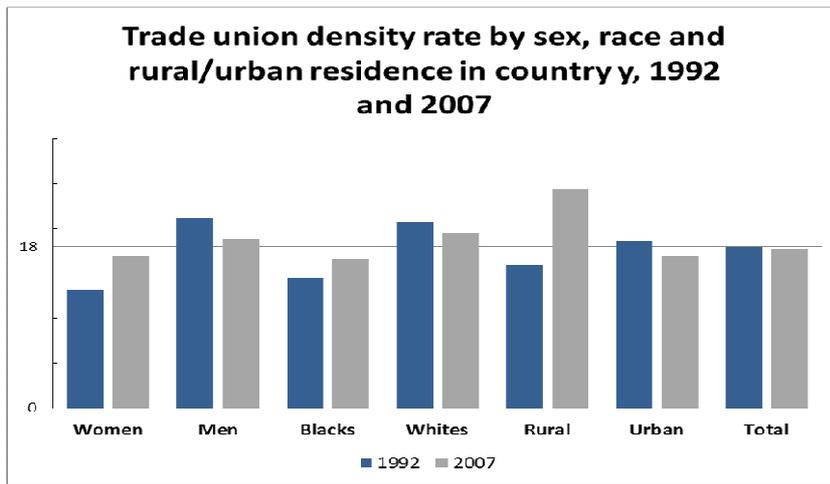
The following figure indicates trends between 1996 and 2007 in Country Z in the number of labour inspectors per 100,000 employed persons juxtaposed with trends in the number of fatal occupational injuries in the same time period. Notice that <u>both</u> the number of occupational fatalities and the number of labour inspectors per 100,000 employed persons fell in this time period. The number of fatalities fell by about 40 per cent from about 4,500 to 2,700 deaths while the number of labour inspectors per 100,000 employed persons fell by about 35 per cent in this time period. This figure is striking, because one might have expected a greater number of occupational fatalities to accompany a decrease in labour inspection. One possible explanation is that the <u>reporting</u> of occupational fatalities decreased because there were fewer labour inspectors. Another possibility is that labour inspectors are not generally ineffective in Country Z. Whatever might be the explanation for the following figure, the observed downward trends in both reported number of occupational fatalities and number of labour inspectors per employed person would need to be explained in Country Z's Decent Work Country Profile if the following figure were included in its Country Profile.

Number of fatal occupational injuries and number of labour inspectors per 100,000 employed persons in country z, 1996-2007
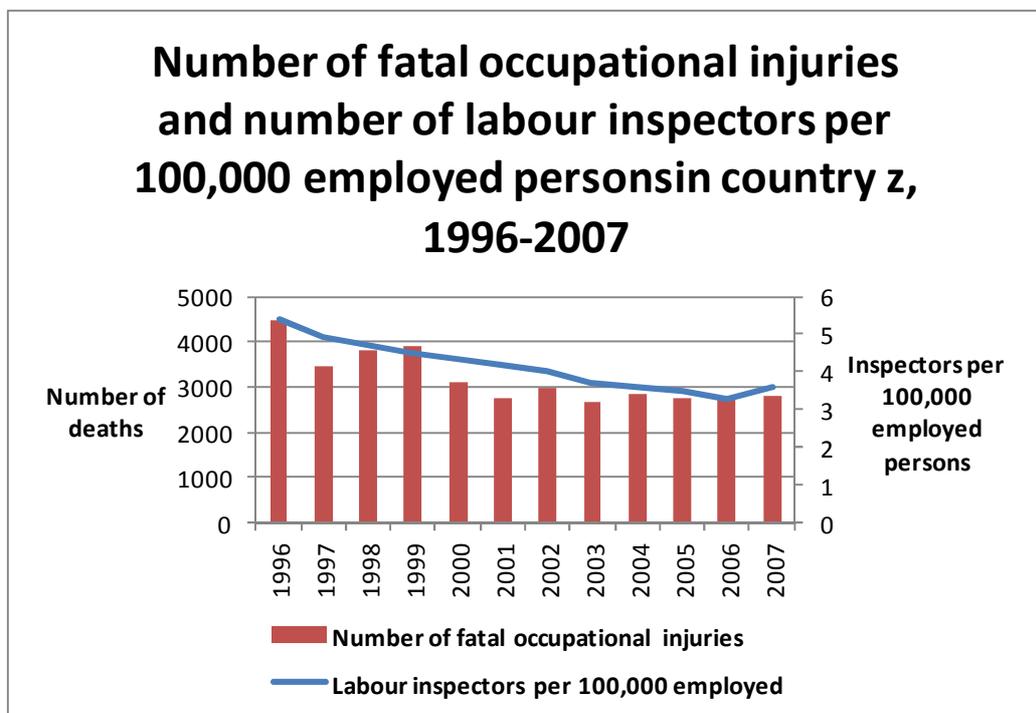
Annex 3. Measurement of decent work based on guidance received at the Tripartite Meeting of Experts on the Measurement of Decent Work (September 2008)

Substantive element of the Decent Work Agenda	Statistical Indicators	Legal Framework Indicators
Numbers in brackets refer to ILO strategic objectives: 1. Standards and fundamental principles and rights at work; 2. Employment; 3. Social protection; 4. Social dialogue.	Selection of relevant statistical indicators that allow monitoring progress made with regard to the substantive elements. M – Main decent work indicators A – Additional decent work indicators F – Candidate for future inclusion / developmental work to be done by the Office C – Economic and social context for decent work (S) indicates that an indicator should be reported separately for men and women in addition to the total.	L – Descriptive indicators providing information on rights at work and the legal framework for decent work. Description of relevant national legislation, policies and institutions in relation to the substantive elements of the Decent Work Agenda; where relevant, information on the qualifying conditions, the benefit level and its financing; evidence of implementation effectiveness (as recorded by ILO supervisory bodies); estimates of coverage of workers in law and in practice; information on the ratification of relevant ILO Conventions.
Employment opportunities (1 + 2)	M – Employment-to-population ratio, 15-64 years (S) M – Unemployment rate (S) M – Youth not in education and not in employment, 15-24 years (S) M – Informal employment (S) A – Labour force participation rate, 15-64 years (1) [to be used especially where statistics on Employment-to-population ratio and/or Unemployment rate (total) are not available] A – Youth unemployment rate,15-24 years (S) A – Unemployment by level of education (S) A – Employment by status in employment (S) A – Proportion of own-account and contr. family workers in total employment (S) [to be used especially where statistics on informal employment are not available] A – Share of wage employment in non-agricultural employment (S) F – Labour underutilization (S) Memo item: Time-related underemployment rate (S) (grouped as A under "Decent Working Time"	L – Government commitment to full employment L – Unemployment insurance
Adequate earnings and productive work (1 + 3)	M – Working poverty rate (S) M – Low pay rate (below 2/3 of median hourly earnings) (S) A – Average hourly earnings in selected occupations (S) A – Average real wages (S) A – Minimum wage as % of median wage A – Manufacturing wage index A – Employees with recent job training (past year / past 4 weeks) (S)	L – Minimum wage
Decent Working Time (1 + 3)*	M – Excessive working time (more than 48 hours per week; 'usual' hours) (S) A – Usual hours worked (standardized hour bands) (S) A – Annual hours worked per employed person (S)	L – Maximum hours of work L – Paid annual leave

	A – Time-related underemployment rate (S) F – Paid annual leave (developmental work to be done by the Office; additional indicator)	
Combining work, family and personal life (1 + 3)	F – Asocial / unusual hours (Developmental work to be done by the Office) F – Maternity protection (developmental work to be done by the Office; main indicator)	L – Maternity leave (incl. weeks of leave, and rate of benefits) L – Parental leave*
Work that should be abolished (1 + 3)	M – Child labour [as defined by ICLS resolution] (S) M – Other worst forms of child labour (S)** A – Hazardous child labour (S) A – Forced labour (S)**	L – Child labour (incl. public policies to combat it) L – Forced labour (incl. public policies to combat it)
Stability and security of work (1, 2 + 3)	Stability and security of work (developmental work to be done): M - Precarious Employment rate ** A - Job tenure** A - Subsistence worker rate** A – Real earnings casual workers** (S) Memo item: Informal employment grouped under employment opportunities.	L – Termination of employment* (incl. notice of termination in weeks) Memo item: 'Unemployment insurance' grouped under employment opportunities; needs to be interpreted in conjunction for 'flexicurity'.
Equal opportunity and treatment in employment (1, 2 + 3)	M – Occupational segregation by sex M – Female share of employment in senior and middle management* (ISCO88 groups 11 and 12) A – Gender wage gap A – Share of women in wage employment in the non-agricultural sector A – Indicator for Fundamental Principles and Rights at Work (Elimination of discrimination in respect of employment and occupation) to be developed by the Office A – Measure for discrimination by race / ethnicity / of indigenous people / of (recent) migrant workers / of rural workers where relevant and available at the national level. F – Measure of dispersion for sectoral / occupational distribution of (recent) migrant workers F – Measure for employment of persons with disabilities Memo item: Indicators under other substantive elements marked (S) indicator should be reported separately for men and women in addition to the total.	L – Equal opportunity and treatment* L – Equal remuneration of men and women for work of equal value*
Safe work environment (1 + 3)	M – Occupational injury rate, fatal A – Occupational injury rate, nonfatal A – Time lost due to occupational injuries A – Labour inspection (inspectors per 10,000 employed persons)	L – Employment injury benefits* L – Safety and health labour inspection
Social security (1 + 3)	M – Share of population aged 65 and above benefiting from a pension (S) M – Public social security expenditure (% of GDP) A – Healthcare exp. not financed out of pocket by private households A – Share of population covered by (basic) health care provision (S) F – Share of econ. active population contributing to a pension scheme (S) F – Public expenditure on needs based cash income support (% of GDP) F – Beneficiaries of cash income support (% of the poor) F – Sick leave (developmental work to be done by the Office; additional indicator) [Interpretation in conjunction with legal framework and labour market statistics.]	L – Pension L – Incapacity for work due to sickness / sick leave L – Incapacity for work due to invalidity Memo item: 'Unemployment insurance' grouped under employment opportunities.
Social dialogue, workers' and	M – Union density rate (S)	L – Freedom of association and the right

employers' representation (1 + 4)	M – Enterprises belonging to employer organization [rate] M – Collective bargaining coverage rate (S) M – Days not worked due to strikes and lockouts** F – Indicator for Fundamental principles and rights at work (Freedom of association and collective bargaining) to be developed by the Office	to organize L – Collective bargaining right L – Tripartite consultations
Economic and social context for decent work	C – Children not in school (% by age) (S) C – Estimated % of working age population who are HIV positive C – Labour productivity (GDP per employed person, level and growth rate) C – Income inequality (percentile ratio P90/P10, income or consumption) C – Inflation rate (CPI) C – Employment by branch of economic activity C – Education of adult population (adult literacy rate, adult secondary-school graduation rate) (S) C – Labour share in GDP C (additional) – Real GDP per capita in PPP$ (level and growth rate) C (additional) – Female share of employment by industry (ISIC tabulation category) C (additional) – Wage / earnings inequality (percentile ratio P90/P10) C (additional) – Poverty measures	L – Labour administration** Developmental work to be done by the Office to reflect environment for Sustainable enterprises, incl. indicators for (i) education, training and lifelong learning, (ii) entrepreneurial culture, (iii) enabling legal and regulatory framework, (iv) fair competition, and (v) rule of law and secure property rights. Developmental work to be done by the Office to reflect other institutional arrangements, such as scope of labour law and scope of labour ministry and other relevant ministries.

Source: ILO compilation on the basis of the Discussion paper for the Tripartite Meeting of Experts on the Measurement of Decent Work (Geneva, 8 -10 September 2008).

*Wording modified by ILO in the pilot phase; **Indicator added by ILO in the pilot phase.

Annex 4. List of Participants

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