

**FOR DEBATE AND GUIDANCE**

SECOND ITEM ON THE AGENDA

**Overview of the Global Employment
Agenda implementation****Introduction**

1. At its March 2007 session, the Committee on Employment and Social Policy (ESP Committee) requested the Office to present an overview of the Global Employment Agenda (GEA) since its adoption in March 2003, in order to help identify both analytical and operational gaps in the development and implementation of the GEA and provide directions and identify priorities for the future work of the Office on the GEA as the employment pillar of the Decent Work Agenda.
2. The present document builds on the major themes of the “Vision” document on GEA implementation.¹ Section I takes stock of the influence of the GEA at the global and regional levels and concludes that this influence has been positive, particularly in providing analytical support to the Decent Work Agenda. Section II contains a description of how the Office has reviewed the research themes under each core element and identified knowledge gaps in them, taking into account the guidance from the ESP Committee discussions. Section III looks at implementation at the national level and revisits the main strategic orientations of the “Vision” document, progress in them but also the many challenges ahead. Section IV suggests a way to increase the influence of the GEA and the effectiveness of the work of the Office in the employment area.

**Making full and productive employment
and decent work for all a reality through
the GEA and Decent Work Country
Programmes (DWCPs): Overview**

3. As the employment pillar of the Decent Work Agenda, the GEA both draws upon and contributes to the Decent Work Agenda. The GEA provides an analytical framework, including principles, core elements, key policy areas, and policy guidance agreed in a tripartite way, on how to promote the employment dimensions (quantitative and

¹ GB.295/ESP/1/1.

qualitative) of the Decent Work Agenda. This is the “value added” which the GEA brings to the Decent Work Agenda.

4. The adoption of the GEA in March 2003 also coincided with a number of important initiatives. The ILO embarked on developing Decent Work Country Programmes (DWCPs), initially in selected pilot programmes (DWPPs), as the principal vehicle to deliver on the Decent Work Agenda. Starting in late 1999 and early 2000, a number of developing countries, with support from the World Bank, began drafting Poverty Reduction Strategy Papers (PRSPs) as “home grown” strategies to reflect national development needs and priorities, and meeting the Millennium Development Goals (MDGs). The ILO, working closely with the World Bank, provided support to this process, initially in five countries but later in a larger number.² The Committee has been kept regularly informed of the ILO’s engagement with the PRSP, including a paper for discussion at this session.
5. After the adoption of the GEA, the Committee decided to use the GEA for structuring its own work through a two-track approach: (a) an in-depth analysis and discussion in the Committee on each of the ten core elements to refine the policy approach and provide directions for future work; and (b) to ask the Office to provide regular updates on implementation. In time, a third element was added: invitations to countries to present their efforts, including accounts of obstacles faced and successes achieved, in making employment central in economic and social policy-making. This would facilitate learning from each other’s experiences.
6. While the discussions on the core elements and regular implementation updates helped build up the analytical and operational dimensions of the GEA, by 2005 a number of concerns were being expressed by the Committee. These covered the following issues:
 - Questions on the value added of the GEA in the Office’s work at the country level: in what way did the ILO provide support to the drawing up of national employment strategies? How useful was the GEA framework in the drawing up of employment strategies and policies at the national level? Were the Office and the constituents explicitly using the GEA in country-level work?
 - A better understanding was needed on how the GEA linked up with the work of the ILO on the DWCPs and PRSPs and whether sufficient effort was being made to have effective policy coordination and coherence in employment policies and the main policy frameworks in each country.
 - Were the discussions in the Committee on the core elements of the GEA being sufficiently reflected in the analytical and advisory work of the Office and contributing to refine policy messages on the ground?
 - Was there room to better link up the Office’s analytical work with its policy advisory and technical support work?
 - There was some degree of fatigue with debates of a general nature in the Committee and a desire to focus the debate of the Committee and the work of the Office on achieving concrete and measurable results.

² The initial five countries were Cambodia, Honduras, Nepal, Mali and the United Republic of Tanzania. For more details see GB.300/ESP/3.

- There was the important question of what the ESP Committee was going to focus on after March 2006, when the cycle of discussions about the ten core elements of the GEA would be completed.
 - Finally, the Committee was concerned about the follow-up by the Office to the Committee's guidance and decisions and about improving the flow of information on these matters.³
7. In response to these concerns, the Office presented, at the March 2006 session of the Committee, a "Vision" document on the operationalization of the GEA in support of the DWCPs. This document, and the actions and processes proposed in it, were aimed at: (a) providing operational focus to the GEA; (b) encouraging and enabling constituents to better design and implement national employment strategies and the Office to better deliver capacity building and policy advice; (c) stimulating further strategic thinking among constituents and in the Office, in particular among ESP Committee members, about the challenges of refining the ILO approach to employment strategies as part of the Decent Work Agenda; (d) contributing to better position and focus the work of the Employment Sector and to communicate it more effectively; and (e) providing a framework that could be the basis for better monitoring and assessing the impact of ILO policy advice, tools for employment creation, and training provided through the International Training Centre of the ILO, Turin.⁴ The document, which received strong support from the Committee, also came at an opportune time as it coincided with the completion of the round of discussions on each of the core elements of the GEA and the Committee was engaged in finding new directions for the organization of its future work on the GEA.
8. The "Vision" document argued that, in the context of the success in making decent work a global goal, challenges could be identified at two levels: (a) conceptual or analytical challenges related to the fact that there was a paradigm shift in the making around the Decent Work Agenda; and (b) practical or implementation challenges that "requires the ILO to improve the effectiveness and impact of its policy advice, tools, and capacity-building activities" and to "strategically reposition its work".
9. At the conceptual level, the document contained a graph presenting the "GEA employment policy framework in one page", making clear at the same time the key importance of values and principles in the policy approach; it clustered the ten core elements of the GEA into a more "user-friendly" checklist of six key policy areas and sub-areas;⁵ it suggested that this checklist could be used as an instrument to facilitate social dialogue and better communicate the GEA integrated approach as well as to review the research agenda and the employment policy tools in the area of employment; it presented an illustrative list of tools (a full inventory of employment policy tools was simultaneously completed), and it suggested that roadmaps or guidelines for countries at different levels of development were an important way of making the GEA more effective, and that attention would be put to this in the future. In terms of implementation, the "Vision" document defined a series of

³ Based on a recommendation from the Committee, the Governing Body decided to request the Office: "(i) in preparing documents for consideration by the Committee, to give due regard to identifying areas where guidance and/or points for decision are required; and (ii) to report at each November session of the ESP Committee on progress made in giving effect to the general guidance of the Committee" GB.297/14(Rev.).

⁴ "Vision" document, para. 7.

⁵ These six main policy areas are: economic policies for employment expansion – the demand side; skills, technology and employability; enterprise development; labour market institutions and policies; governance, empowerment and organizational capital; and social protection.

“strategic orientations” that would guide the work of the Office in the area of employment for the rest of the biennium and beyond (see section III).

10. The presentation by the Social Protection Sector that followed in November 2006 also identified a checklist of policy areas on social protection in support of the DWCP implementation.⁶ The paper demonstrated the close synergies that exist amongst social protection and employment to deliver on both the quantitative and qualitative dimensions of employment in the implementation of the Decent Work Agenda. The paper analysed the important role of social protection and conditions of work in the framework of the GEA as well as their links and contribution to the core elements of the GEA.

I. Progress in achieving the objectives of the GEA: Global and regional levels

11. This section takes stock of the influence of the GEA at two levels: global and regional. It is not possible to measure this multifaceted influence with any precision. Therefore, the narrative of this section highlights qualitative impacts.

Box 1 Main objectives of the GEA

- Promote decent employment, in which international labour standards and workers' fundamental rights go hand in hand with job creation.
- Place employment at the centre of economic and social policies, globally, regionally and nationally.
- Through the creation of productive employment, better the lives of the hundreds of millions of people who are either unemployed or whose remuneration from work is inadequate to allow them and their families to escape poverty.
- Contribute to the Office's broader agenda of decent work.
- Improve earnings, productivity and living standards of working men and women, especially of the working poor.

Box 2 Principles underlying the GEA

- Decent work as a productive factor.
- A pro-employment macroeconomic framework.
- Entrepreneurship and private investment.
- Improving productivity and opportunities of the working poor.
- Ending discrimination in the labour markets.
- Environmentally and socially sustainable growth.
- Employability and adaptability.
- Social dialogue.

⁶ GB.297/ESP/7.

Global level

12. At the global level, the aspiration of the GEA to constitute an “invitation to governments, the social partners, multilateral ... and ... regional institutions to review, rethink, and reorient the policies of the past” has been advanced, not by the GEA in and of itself, but by the important success of the concept of decent work and the Decent Work Agenda. Clearly, productive employment and decent work are increasingly becoming a central objective of national governments, the UN system, other international organizations and the development cooperation community in ways that constitute a rethinking and reorienting of the policies of the past, as the GEA aspired to do. It would be inappropriate to attribute this to the GEA, as this is the result of a series of complex processes. But the fact is that it is now widely recognized that productive employment is the missing link in the nexus between growth and poverty reduction, and that decent work should be seen as a productive factor, rather than as a residual or output of growth. The challenge, not only for the ILO but for the whole UN system and for the international community, is to follow through with this ongoing policy reorientation and to meet the expectations raised by these new global, regional and national commitments.
13. Some influence can be attributed to the GEA more specifically. For instance it was explicitly used by the Office in providing technical support to the 2006 ECOSOC High-level Segment and its preparation. The “GEA policy framework in one page” was presented and discussed in the preparatory meeting; several background documents were drafted drawing on the GEA policy approaches and ESP Committee discussions; good practices were shared demonstrating how to draw up national employment strategies based on GEA employment approaches. The former Chairperson of the ESP Committee (the Sri Lankan Ambassador) also made a presentation to the ECOSOC meeting explaining the GEA and the work of the ESP Committee in reviewing country experiences and in developing operational tools for the promotion of full and productive employment and decent work for all.⁷
14. **Alliances and partnerships.** As regards the objective of “creation of a number of alliances and partnerships at global and regional levels as a means of implementation”, many theme-specific partnerships and alliances have been built corresponding to individual elements of the GEA. Some examples of active and ongoing participation are: in the Donor Committee on Enterprise Development; in the Consultative Group to Assist the Poor (CGAP), particularly in relation to microfinance; with the Asian Productivity Organization on socially responsible restructuring; with the Global Labour University on research to better understand the representational gap in SMEs; with the UNDP to deliver as one in a number of countries; in the Youth Employment Network; with the FAO on livelihood recovery; with the World Bank for conflict-affected and post-war countries and post-natural disaster; with the Cities Alliance Network on policies to promote urban job creation; in the Commission for the Legal Empowerment of the Poor; in the work of the Global Compact; in SYNDICOOP (“trade unions and cooperatives”) through which the ILO, ITUC and the International Cooperative Alliance aim at integrating workers of the informal sector into the mainstream economy; in the Working Group on International Cooperation in Skills Development; in the partnership with the International Cooperative Alliance; in the partnership with the World Association of Public Employment Agencies (WAPES); with the International Organisation of Employers (IOE) on strengthening the representation of SMEs in employers’ organizations; with the World Tourism Organization on community-based tourism; and others.

⁷ See United Nations, *Full and productive employment and decent work. Dialogues at the Economic and Social Council*. Department of Economic and Social Affairs, office of ECOSOC support and coordination, New York, 2006.

15. As regards the GEA objective of improved policy coordination amongst relevant agencies on employment-related issues, a most important development has been the “Toolkit for mainstreaming employment and decent work”, which was adopted in April 2007 by the UN system Chief Executives Board for Coordination (CEB). Full and productive employment is the first area of the Toolkit with questions to agencies in 15 employment policy-related areas based on the GEA implementation checklist. The Toolkit’s checklist is meant to be a self-assessment that each agency member of the CEB would be answering in order to have a baseline to measure progress. The Toolkit is therefore an example of how the success of the Decent Work Agenda can ease the ability to disseminate the employment approaches of the GEA in the multilateral system, and also of how the elaboration of policy approaches and related instruments of the GEA have served to make the Decent Work Agenda more operational and effective. A process of implementation has now been launched according to which each agency will prepare and implement time-bound plans of action for mainstreaming employment and decent work in their policies, programmes and activities towards 2015 based on the Toolkit, thus linking to the MDGs.
16. The ILO’s reports analysing global employment and labour market trends (*Global employment trends; Key Indicators of the Labour Market (KILM); Global employment trends for youth; Global employment trends for women*) have received widespread international press coverage. They have drawn global attention to key employment concerns such as the links between growth, employment and poverty reduction. It is a judgement call whether these reports can be seen as part of the influence of the GEA or not. Their content is consistent with GEA principles and objectives, including the need to end discrimination in the labour market, and this is why specific reports on women and youth have been produced. The fifth edition of the KILM, released on 30 August 2007, highlighted, among other key issues, the extent of labour underutilization, working poor and vulnerable workers, and the possible inclusion of four employment indicators in the MDGs.⁸
17. In conclusion, judged in terms of the objectives that the GEA set for itself, it can be said that important progress has been made, much of it attributable to the success of the concept of decent work and the Decent Work Agenda, of which the GEA is an integral part. However, more is being done. The Toolkit is an important step. Another one, as suggested in section IV, is to produce employment policy guidelines for countries at different levels of development, which can be complemented by a strengthened system of information and reporting on the use of such guidelines.

Regional level

18. In Africa, the GEA framework and its core elements were explicitly used in the “Issues paper”, developed by the ILO together with ten leading UN agencies and the Bretton Woods institutions, as an official resource paper to the Extraordinary Summit of African Union Heads of State and Government held in Ouagadougou in September 2004. The 11-point Plan of Action adopted by the Summit drew heavily on the “Issues paper” in identifying areas for action at the national, regional and continental level. Support by the ILO to the implementation of the Plan of Action was reported regularly to the Committee, with many of the actions drawing on the work of the ILO on the core elements of the GEA. The lessons from this exercise fed into the drawing-up of more realistic and concrete policy measures for promoting the Decent Work Agenda in Africa, 2007–15, adopted at

⁸ The four indicators are: employment-to-population ratios (KILM 2); the share of vulnerable employment calculated on the basis of status in employment (KILM 3); the share of working poor (US\$1 a day) in total employment (KILM 20); and labour productivity (KILM 18). See *Key Indicators of the Labour Market* (fifth edition), 2007, Chapter 1A.

the African Regional Meeting in Addis Ababa in April 2007, including through integrated DWCPs.

19. An internal measure following the implementation orientations of the “Vision” document, including priority to the special needs of Africa, was the organization, in June 2006, of a meeting with all employment specialists in Africa, senior officials from the Employment Sector at headquarters, and the International Training Centre of the ILO, Turin, chaired jointly by the Executive Director and the Regional Director. The “Vision” document was presented and discussed. A plan of action was agreed for follow-up in a variety of priority areas. Progress in the implementation of this plan was jointly assessed in a retreat in September 2007. A similar process is being followed with the Latin America Regional Office, and is to be started with the Asia and the Pacific Regional Office and Europe.
20. The objectives and principles of the GEA, and many of its key policy areas have been reflected in the conclusions and recommendations of ILO Regional Meetings: the Americas Regional Meeting, Brasilia, May 2006; the Asian Regional Meeting, Busan, August–September 2006; and the African Regional Meeting, Addis Ababa, April 2007). In fact, a new modality of regional report has emerged suggesting specific objectives and targets in selected priority areas to guide the work of constituents in the region. The Asian Regional Meeting (ARM) explicitly asked for ILO assistance in the development of national policies based on the GEA, and the Asian Employment Forum: Growth, Employment and Decent Work, held in Beijing in August 2007 as a follow-up to the ARM, was organized around key areas of the GEA (growth and employment, productivity and competitiveness, skills and employability, labour market governance) as the employment pillar of the Decent Work Agenda.
21. At the subregional level the Tripartite Caribbean Employment Forum (October, 2006) adopted the “Tripartite Declaration and Plan of Action for realizing decent work in the Caribbean” that explicitly mentions the GEA and contains policy priorities and actions in the areas of employment and social protection based on the GEA. The Bucharest Process: Country Reviews of Employment Policy (CREPs) have made extensive use of GEA principles and core elements. The “Istanbul Declaration on integrated and coherent employment strategies” covering 14 South-East European countries (September 2006) also made use of the GEA framework in the context of the Decent Work Agenda.
22. The Office has a strong partnership and an intense work programme with the European Commission across the spectrum of issues in the Decent Work Agenda, as witnessed by the joint conclusions and work programme of the High-level Meeting between the EU Commission and the ILO in 2006. Employment areas of cooperation include: employment policy and labour market analysis including flexicurity, consultations on employment in Europe and associated reports and exchange of work on indicators; trade and employment; enterprise development and corporate social responsibility (CSR); as well as support and engagement to EU presidencies on a range of GEA-related topics.
23. In conclusion, the GEA has been increasingly influential as a major pillar of the Decent Work Agenda in shaping employment-related policy discussions in Africa, Asia, the Americas and Europe, and has entered explicitly into key policy frameworks in these regions that will influence policy discussions in the years to come. The main challenge now for the Office and ILO tripartite constituents is to achieve concrete results based on the objectives and targets defined in these Regional Meetings.

II. The GEA and knowledge gaps

24. As an introduction to this section, it is important to point out that the bulk of the resources and time of most staff of the technical sectors of the Office is spent on providing technical assistance and policy advice to constituents in the context of DWCPs. The basis for this is the knowledge base which includes analytical work carried out within the house, and activities to keep abreast of international policy debates, the relevant literature and lessons from experience, as well as networking and knowledge-sharing activities in each area. Research is in turn an important input for the Office work on tool development, handbooks and capacity-building activities.

Guidance by the Committee and follow-up work by the Office

25. After the adoption of the GEA in March 2003, the Committee took up each core element for in-depth discussion and provided guidance for the future work of the Office. The follow-up action by the Office has taken the form of analytical work, development of suitable tools and manuals, and policy advisory services in areas identified by the Committee. This follow-up work has been regularly reported back to the Committee in the GEA implementation updates.⁹ A fundamental general need identified by the Committee was the need to develop an analytical framework to operationalize the GEA. A valuable contribution to this came in March 2006 with the “Vision” document and the lines of action defined in that document, reviewed in section III.
26. While follow-up action has taken place in most areas identified by the Committee, some important gaps still remain. For example, under core element 10, while a substantial amount of work has been done by the Office on the growth–employment–poverty nexus, other work requested by the Committee on analysing the relationship between promoting workers’ rights (fundamental rights at work, collective bargaining and minimum wage) and its impact on employment and poverty reduction has not yet been sufficiently addressed (though a research project on these subjects is being carried out led by Sector 1 with support from the Employment Sector and others). Similarly, work on the nexus between labour market policies and poverty reduction is planned for the next biennium.

Review of research themes and knowledge gaps

27. **Progress to date.** Knowledge and research is a key element in the Office’s capacity to provide policy advice and capacity building to constituents. As envisaged in the “Vision” document, in 2006 the Employment Sector initiated an effort to review research priorities in the area of employment guided by a number of principles: identifying areas where knowledge and analysis needs to be strengthened based on the evolution of international literature and debates; ensuring that research provides operationally useful results for the needs of the constituents as reflected in DWCPs; attention to the guidance provided from the constituents in the ESP Committee, ILC discussions and thematic meetings; existing

⁹ In response to a request by the Officers of the Committee at the November 2006 session, the Office prepared for March 2007 a note on the follow-up action taken on guidance/decisions taken by the ESP Committee on the core elements of the GEA. In addition, as part of the preparations for this paper, the Office prepared a table that brings out in summary form the guidance provided by the Committee under each element and an illustrative list of the kind of follow-up work that has taken place subsequently by the Office on them. The note and table are available on request.

core competencies of the Office; and identifying emerging areas of relevance to the objectives of the GEA which would require further conceptual and analytical work.

- 28.** To build a more strategic and more focused research agenda, an internal review was undertaken by the Employment Sector consisting of a detailed mapping exercise complemented by internal review and discussion. A sector-wide research committee was established in April 2006. Each department and unit was asked to list all their research initiatives and projects and justify them by specifying: a brief description of the objectives, main hypothesis, countries and regions covered; the value added to the literature in the respective area; the policy relevance of recommendations and the end-product expected (e.g. book, working paper). The initial mapping was then distributed to all Employment Sector specialists requesting comments. The mapping matrix was then discussed through a series of in-depth review meetings with each department, with the active involvement of the sector-wide research committee. The discussions also took into account synergies and collaboration in research with other departments and units in the Office.¹⁰
- 29.** The resulting “Employment Sector research mapping” was finalized in May 2007. It was distributed to all field offices to inform them about the Employment Research Agenda at headquarters in the context of the GEA and to invite further research-related coordination and collaboration between headquarters and the field. It was also discussed with the employment specialists of the Americas in Lima, Peru, and will be discussed with the employment specialists in the Asia-Pacific region in early 2008. The “research mapping matrix” is a living document in the sense that further conversations and review are still ongoing, and it will provide a basis to further focus employment-related research priorities for the next biennium.
- 30.** Building on the research mapping a “Review of research themes and knowledge gaps” under each core element of the GEA was carried out.¹¹ This review concludes the following:
- (a) The Office is not able, and it is not aiming at, delivering equally across all core elements. Resource constraints require priority setting and modest efforts in some of them compared with others.
 - (b) In the recent past, there has been relatively less work on core elements 1, 2, 3 and 4 in comparison with the others.
 - (c) Areas where the list of publications shows that there is more critical mass and a clearer pattern of research are: entrepreneurship and enterprise development (core element 5); active labour market policies (core element 7); social protection as a productive factor (core element 8); and informal economy.¹²

¹⁰ This exercise is part of and complements the Office-wide review of research priorities undertaken by the ILO Research and Publications Committee (RPC) set up by the Director-General in October 2005.

¹¹ Both the “research mapping” and the full “Global Employment Agenda: Review of research themes and knowledge gaps” are available upon request.

¹² On the informal economy, an important amount of research was done in preparation of the 2002 ILC discussion; following that, emphasis was shifted to operational work and lessons learned, but recently research has been stepped up in the context of the In-Focus Initiative on the Informal Economy.

- (d) The Office has made important progress in taking stock of the research stream and in defining priorities, both within each area and in the overall research agenda around the GEA.
- (e) A research agenda has to be dynamic and has to be able to adjust to new demands and emerging issues, especially to create the knowledge base for policy advice and tool development to meet the demands and needs identified through DWCPs. Areas where the Office is seeking to strengthen research include: employability by improving knowledge and skills (core element 6); youth employment; the relationship between economic growth, employment generation and poverty reduction including rural employment (core element 10); trade and employment (core element 1); occupational safety and health (core element 9); ageing (cross-cutting); and some aspects of technological change for higher productivity and job creation (core element 2); sustainable development (core element 3); and the relationship between labour market governance and employment conditions (core element 7).
- (f) A number of research initiatives are done in partnership and alliances with a variety of international, regional and national institutions, so the workload is distributed and there are more opportunities to share and expand knowledge.
- (g) Given the high demands for the knowledge base in the employment area, resources for research continue to be a binding constraint.
- (h) Although progress has been made in bringing greater strategic focus in the choice or research topics, there are other weaknesses that still need to be dealt with, notably: weak peer review, insufficient links with academic and university circles, poor dissemination and the need for more coordination and discussion on research activities between employment specialists at headquarters and in the field. The Office has clearly identified these gaps and is working to overcome them. A strategic, dynamic, focused and well-organized, planned and coordinated research agenda is an objective the Office is pursuing and continues to work on.

III. The challenge of GEA implementation at the national level revisited: Bridging operational gaps

- 31.** The GEA (2003) stated the following as regards implementation at the national level: “Implementing the GEA depends on countries themselves and, more particularly, on the will of national governments to take up the challenge ... the GEA must ... address the need for significant international and local resource mobilization. ... The Office will continue to offer technical assistance to national constituents on the drafting of national employment plans.” The deficiencies in national policy coordination were also mentioned and the need for “the Office and constituents to place employment squarely on the table in national policy debates”.¹³
- 32.** In the challenge of implementation section, the “Vision” document defined a series of strategic orientations to increase the effectiveness of GEA implementation at the national level:

¹³ GB.286/ESP/1(Rev.), para. 48(f).

- (1) Four priority areas were defined for the work of the Office in the employment area: promoting the centrality of employment in economic and social policies; youth employment; the informal economy; and meeting the special needs of Africa.¹⁴
 - (2) To promote the centrality of employment, a system of implementation was envisaged that would start with a limited list of countries to achieve greater focus and greater coordination with field offices, and to demonstrate the validity of the ILO's integrated approaches to employment creation, via definition of lead coordinators for certain countries, a special effort to engage the highest level of economic and social policy-making, and strengthened work with social partners.
 - (3) More focused and operationally useful research, improved knowledge management, continuous improvement of tools, and better coordination with services of the Turin Centre.
 - (4) Identifying and strengthening core competencies.
 - (5) Improved evaluation of the impact of ILO interventions in the area of employment.
- 33.** This is a tall order. After 18 months (at the time of writing) of having defined these strategic orientations, important progress has been achieved, but much remains to be done. This section comments on main progress and challenges in this list of areas. It must also be pointed out that the progress reported here is also part of Office-wide processes and concrete steps to better deliver on DWCPs, involving strategies on knowledge sharing, human resources, research, IT and evaluation.¹⁵

1. Promoting the centrality of employment in economic and social policies, and improved coordination with field offices

- 34. Progress to date.** The concerns of the Committee on the need to influence the main frameworks driving policy at the national level (e.g. national development strategies, PRSPs, etc.), and better coordinate ILO engagement in these with the DWCPs and the GEA, to ensure synergies and policy coherence, are real and continue to be an important challenge, including now in the context of “Delivering as One UN”. Given the different timing and purpose of these initiatives, with PRSPs preceding the GEA and being driven by other players than the ILO, and DWCPs being generalized in the current biennium only, it has been very much a “learning by doing” process. In addition, in some countries the scope or demand for undertaking a comprehensive employment policy may not exist in the first instance. In a number of countries the point of entry may be related to one or a few of the core elements of the GEA. In such cases policy analysis and recommendations are made in relation to that specific area. Yet in many countries the demand from constituents for an integrated employment policy is clear. Subject to these diverse realities on the ground, the Office has been using the GEA framework more explicitly and more systematically in the policy-making process, particularly in the implementation phase that started after the presentation of the “Vision” document in the ESP Committee and the more user-friendly packaging of the GEA framework therein.

¹⁴ Since separate papers have been presented to different sessions of the Committee on the issues of youth employment and the informal economy, no more discussion of progress in the implementation of these priorities is included here. As for meeting the special needs of Africa, the reader is referred to section I.

¹⁵ See for instance, GB.300/PFA/9/2.

35. To illustrate this point, the appendix table summarizes the case of ten countries where national employment policies have been formulated with the technical support of the ILO using the GEA framework. The experience described in the table is very diverse, but a number of points are notable: (a) in most cases the GEA framework was used in an integrated way; (b) in all cases several of the GEA core elements have been incorporated as priority areas for national employment policies; (c) also clearly these elements have been explicitly linked and form an integral part of the DWCPs; (d) the Office is systematically trying to place employment and decent work in the main frameworks driving policy, be they PRSPs¹⁶ or other frameworks, promoting better policy coordination between the ministry of labour and the ministries of finance and planning and other relevant ministries, and the active participation of social partners. As reported in column 4 of the appendix table, these efforts have been successful in a number of countries.
36. A Decent Work Global Management Team was set up by the Director-General in October 2006 to develop the ILO systems and processes including innovative strategies and practical solutions to deliver on the ground through DWCPs. This includes, among others, a number of elements: a quality assurance framework (QAF) for DWCPs; results-based management; the strategic management (SM) application in IRIS, and knowledge sharing.
37. During the 2006–07 biennium, important progress has been made Office-wide in putting in place mechanisms to ensure better coordination between the field, headquarters and the Turin Centre, with ILO SRO/area offices taking the lead and responsibility for the formulation and implementation of DWCPs. In the Employment Sector a number of managerial improvements have been made in this respect: a system of focal points was defined among employment specialists at headquarters to exercise oversight and follow-up for groups of countries; “lead coordinators” for a limited group of countries were also defined and empowered to exercise real coordination of the Sector’s work with the field in the respective countries including: close coordination with the local office, integrated view of the Sector’s inputs into DWCPs and the strategic management module, explicit use of the GEA framework for improved policy coordination and coherence at the national level, as well as coordination of employment-related missions to the respective countries. Meetings of employment specialists in the field and line managers at headquarters, with the participation of the Bureaux of Employers’ and Workers’ Activities and the International Training Centre of the ILO, Turin, were organized for Africa (June 2006) and Latin America (May 2007). A meeting for Asia and the Pacific region is planned for early 2008.

Box 3

Work with social partners

Efforts have been increased to work closely with constituents at the national level and in developing and applying employment policy tools. For instance, on enterprise promotion the Office has worked closely with both employers and workers on the follow-up to the discussions in the ESP Committee on core element 5 and the paper on “Business environment, labour law and small enterprises”, as well as on closing the representational gap for SMEs and their workers. With employers, an electronic toolkit for employers’ organizations (“Reaching out to SMEs”) has been jointly developed and promoted in all regions. With workers, joint research has been undertaken into strategies for better representation of SME workers.

In the area of skills development, work with constituents has been most pronounced in the themes of workplace learning and in promoting training and employment of persons with disabilities. For example, at the request of the Mauritius Employers’ Federation, an enterprise survey was designed, implemented and analysed on workplace training needs and practices. In the Asia and Pacific region, promoting training and employment for persons with disabilities features extensive collaboration with trade unions and employers’ organizations. (Video, *Rights to Reality* about the actions of trade unions to increase awareness about the rights of people with disabilities to decent work; publication of *Employability: A resource guide on disability for employers in Asia and the Pacific* to disseminate employers’ disability-related policies and good practices.)

¹⁶ For a detailed review of this point, see GB.300/ESP/3.

The Office's work on design, implementation and evaluation of national employment policies includes both separate and joint activities with workers' and employers' organizations: first, to strengthen the capacity of the respective organizations to articulate their priorities and comment on the draft employment policies. Tripartite constituents are also encouraged to jointly evaluate and finalize employment plans. The GEA framework and related tools are used to facilitate capacity building. A systematic capacity-building programme engaging workers and employers in the PRSP process has been implemented. In several countries tripartite advisory and/or steering committees have been set up to validate policy formulation or monitor implementation of national action plans. In others, existing tripartite committees are strengthened with advocacy and negotiation skills to make employment central to national development strategies and plans. In the context of the In-Focus Initiative on the informal economy, good practices of employers' and workers' organizations in various policy areas such as on representation, extending business services, microfinance, linking the formal to the informal are being identified, documented and disseminated.

The Employment-Intensive Investment Programme (EIIP) runs annual tripartite training programmes in cooperation with the Turin Centre, bringing together representatives of ministries of labour, finance, technical sectoral ministries and local governments as well as developing agencies with social partners for in-depth analysis and discussions around the ILO EIIP approach. Such workshops are also held at subregional and national levels. Social partners are supported to take part in national employment investment policy units at inter-ministerial level in different countries. The EIIP is working in close partnership with social partners to influence and guide procurement systems and procedures at international level including those of international and regional financing institutions and development agencies.

38. Implementation gaps. As regards implementation gaps, a number of issues can be identified:

- (a) First, the diversity of national situations must be recognized. Each national context requires a different use of the GEA framework, specific interventions and entry points continue to be the dominant form of engagement of the Office in an important number of countries.
- (b) Policy coordination is a major challenge. Effective employment policies require each relevant ministry/institution assuming responsibility for its particular component as part of an integrated approach as envisaged by the GEA. In particular, it requires a dialogue between the ministry of labour, and the ministries of planning, development and finance so that employment policy priorities are adequately included in the national budget. The proactive participation of social partners can make a major difference both for coordination and for internal resource mobilization/budgetary allocations. However, important coordination and social dialogue gaps exist in many countries that constitute a barrier for effective implementation. Improved mobilization of tripartism at the national level for GEA implementation (and implementation of the Decent Work Agenda in general) is a key question in all national policy processes.
- (c) There are also capacity constraints from the Office's point of view. Advocating the centrality of employment and achieving outcomes on the ground requires having the right people engaged on a sustained basis in the policy process, often at a high level of decision-making. The process of UN reform has created additional demands of this nature, but it has also opened up opportunities for the ILO to reach out and improve coordination. However, to make the most of these opportunities there is a need to have a presence and critical mass. While this can be done in some countries, based on a combination of in-country presence, missions from headquarters and project staff, it is not always possible to align these three elements of critical mass in a timely way. As this is related to Office-wide issues of capacity being discussed in other Committees of the Governing Body, including the important issue of the field structure review, no further treatment of them is included in this paper.

2. Research, knowledge management and tools

- 39. Progress to date.** section II dealt with progress in research-related issues and identification of gaps. On knowledge management the Employment Sector is in the process of expanding the enterprise department resource platform to the sector level for use by all employment specialists at headquarters and the field. The setting up of a decent work knowledge network for Asia and the Pacific, and a similar one for Africa is ongoing work led by the respective regional offices with support from headquarters. An Office-wide “Results-based knowledge-sharing strategy” is being presented at this session to the Programme, Financial and Administrative Committee (PFAC).
- 40.** On tools, a comprehensive inventory of employment-related tools was compiled by the Employment Sector as a basis for undertaking a critical review of effectiveness, relevance to DWCP objectives, opportunities for consolidation, coherence across GEA core elements, and identification of any gaps in areas of GEA implementation. Some units have taken the next step to begin producing a consolidated reader or toolkit for use as either integrated packages or in modular form focusing on specific themes (e.g. the In-Focus Initiative on the informal economy, local economic development, youth employment, and crisis response). The review will lead to better articulation of how the ILO approaches employment challenges and to expanded dissemination of employment tools through a sector resource platform, regional knowledge networks, the CEB Toolkit for mainstreaming employment and decent work, and training courses developed in cooperation with the International Training Centre of the ILO, Turin.
- 41.** On gender mainstreaming of the GEA implementation, initiatives have been undertaken at the conceptual, institutional and capacity-building levels. At the conceptual level, an analytical paper was commissioned to analyse the ways in which gender interests should be introduced into current programmes of the GEA and to identify ways of designing employment policies that may promote or, at least not decrease, gender equality. The paper also identifies how gender interests can be introduced into the policy-making arena.¹⁷ At the institutional level, a gender mainstreaming strategy has been developed for the Employment Sector. This strategy, which is in line with the Office-wide gender equality action plan, aims to ensure that all the Sector’s actions mainstream gender concerns and contribute to gender equality especially as they are related to the implementation of the GEA. At the capacity-building level, a document is being finalized for staff and constituents which provides an overview of the gender dimensions of each of the key employment policy areas as outlined in the “Vision” document. The aim is to enhance the knowledge base and strengthen the operationalization of gender-sensitive employment policies and programmes.
- 42. Implementation gaps.** Research and knowledge gap issues were reviewed in section II. On knowledge management, the Office-wide knowledge sharing strategy and the region-specific decent work knowledge networks will make an important contribution to better implementation of the GEA. On tools, analysis of a selected set of tools in high demand within DWCPs will be undertaken in 2008 to draw lessons for the future development of tools and product lines, which link research findings to tool development to advisory and technical cooperation services.

¹⁷ Rubery, J., 2005: *Mainstreaming gender into the Global Employment Agenda*, ILO, Geneva.

3. Critical mass in core competencies

43. There are some areas of core competency in employment where it would be desirable to strengthen the Office's capacity in order to increase critical mass and be able to meet the increasing demand from constituents. These include: national employment policy; the economics of labour markets; employment services; skills, technology and employability. Some progress has been made in the latter area, but resource constraints continue to limit strengthening of competencies particularly in the former three areas. The Office is aware that even within present resource constraints, increased effectiveness in core competencies can be achieved via improvements in coordination, teamwork, knowledge management, networking, alliances and partnerships. Managerial measures are being taken to maximize these opportunities. The Office continues to work for solutions for these and related issues of core competencies and critical mass, including through the ongoing review of the field structure.

4. Improved evaluation of impact

44. Assessing impact of the GEA at the national level or from specific policy interventions drawn from the core elements has been an area to which the Committee has given the highest priority, as indeed has the Office as part of the ongoing and regular reporting process from the Office to the ESP Committee and other Governing Body committees.¹⁸ Improved evaluation of impact can be discussed at two levels:¹⁹ (a) information flow to the ESP Committee on the influence or value added of the Office's work with constituents, including the contribution of the GEA and related instruments in the formulation and implementation of national employment strategies; and (b) methodologies for evaluation of employment-related interventions on the ground in terms of what works and what does not.

45. On both these issues progress has been made working closely with the Committee, although there are opportunities for developing more effective impact and impact assessments drawing on the proposed GEA guidelines, as is suggested in section IV. As regards (a), as part of the reporting procedures agreed upon following the presentation of the "Vision" document, the ESP Committee receives reports that cover: (i) policy approaches; (ii) programmatic areas (identifying good practices and what works); and (iii) country presentations, under improved reporting guidelines as described in box 3, as part of the regular updates on GEA implementation. As regards (b), the intention is that under "programmatic areas", the reports will go in some detail into the specific issue of measuring and evaluating the impacts of employment-related interventions in terms of what works and what does not. An initial attempt at this was done in the presentation of the programmatic area of youth employment in the November 2006 session. The paper on the informal economy at the March 2007 session also included this dimension with the available knowledge.

46. In reviewing these initiatives it is important to keep in mind that the ILO has in place a number of reporting procedures, which could be drawn upon, in conducting evaluations of the impact of the GEA. The ILO operating under a results-based management framework and strategic budgeting lays out concrete outcomes and success indicators for specific operational objectives directly related to the GEA, as in the case of the programme and

¹⁸ For instance, at this session the Office is presenting to the PFAC the "Annual Evaluation Report 2006" (GB.300/PFA/13/1).

¹⁹ This was pointed out in GB.295/ESP/1/3.

budget approved for 2008-09.²⁰ Also, there are constitutional reporting procedures for a number of ILO Conventions and Recommendations related to employment, including the Employment Policy Convention, 1964 (No. 122), the Human Resources Development Convention, 1975 (No. 142), and the Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998 (No. 189).

47. The Office is making efforts to improve evaluations to collect reliable numbers on the quantitative as well as qualitative impacts of policy tools and interventions conducted by the newly set up ILO Evaluation Unit.²¹ Indeed the modalities being developed to better evaluate the impact of the GEA are being done in close consultations with the Evaluation Unit so as to maximize synergies and obtain the best possible feedback for the implementation of the GEA in the development of national employment strategies and DWCPs.

Box 4

GEA implementation: Country presentations

To hear first-hand country experiences, the Committee requested the Office to invite senior policy-makers and the social partners to make presentations and share their national experience in making employment concerns a central goal of economic and social policy-making.

These presentations, which started in March 2005, and of which five have been made so far (Argentina, Burkina Faso, Ghana, Pakistan and the Philippines), provided an important perspective on how senior policy-makers and the social partners addressed employment concerns in national policy-making, and for the Committee on how the GEA had contributed to their efforts.

The earlier country presentations led to the development of guidelines, approved by the Committee, for future presentations to help make more explicit the technical support the ILO provided in the framing and implementation of employment policies and the contribution of the GEA to these efforts. At the same time, these presentations showed the challenge the Office faced in adapting the GEA framework and its technical services to individual countries' needs and circumstances.

IV. An important next step for making the GEA more effective: Guidelines for countries at different levels of development

48. A central issue in thinking about the effectiveness of the GEA as a policy framework is how does the GEA provide policy guidance to constituents? The use of the original GEA document, complemented by the "Vision" implementation paper (policy framework in one page, checklist), the ILC conclusions on issues such as the informal economy, youth employment, and sustainable enterprise development (and after next year on rural employment" and "skills for productivity, employment growth and development), plus relevant Conventions and Recommendations in specific policy areas, constitute all together a powerful source of policy guidance and messages. Yet these tools embrace a broad range of complex issues, and having them dispersed in different tools makes it difficult to bring them to the attention of constituents in a systematic way. Also, policy priorities vary with

²⁰ Under immediate outcome 2a.1 the success indicator is the number of member States that apply the GEA related research, tools or guidelines in an integrated way to develop employment and labour market policies (see Programme and Budget proposals for 2008–09, p. 34).

²¹ Recent evaluations of employment programmes include the ILO strategy for employment-intensive investment (GB.297/PFA/2/2) and women's entrepreneurship (GB.298/TC/1).

level of development, so that for instance, interventions for the informal economy become much more challenging in poor countries than in industrialized ones.

49. On the other hand, while the OECD has had employment policy guidelines for member countries since 1994, recently relaunched as “The restated OECD jobs strategy”; and the European Union recently adopted a set of “Integrated guidelines for growth and jobs” in the context of relaunching the Lisbon Agenda, and while it can be argued that having a reduced set of policy guidelines in this way, and associated processes of monitoring and reporting on their application, is a good practice for effective employment policy-making, there is no set of integrated employment policy guidelines for low- and middle-income countries. This is a gap that the ILO should strive to fill with some urgency.
50. In the light of this, the Employment Sector has begun to work on producing a set of policy guidelines for middle-income and low-income countries, building on the GEA and relevant ILO policy documents agreed in a tripartite manner. Having such guidelines is seen by the Office as an important next step to make the GEA, as the employment pillar of DWCPs, more effective.
51. In addition to their relevance for policy formulation, these policy guidelines could gradually evolve into becoming the basis of systematically undertaking more rigorous impact assessments and reviews of national employment strategies as was proposed to the Committee in March 2006.²² These policy guidelines and reviews could also be an important part of the proposed “cyclical reviews” being proposed by the Office on employment every four years to the Conference.
52. The cornerstone of the ILO approach on development of employment policies is the active participation of the social partners in the process, which provides the ILO with a unique advantage over other UN or multilateral agencies working in this area. Under the One UN reform process the challenge is not only to retain this advantage but further develop it and demonstrate its added value to economic and social policy-making. This would require constant building of the capacity of the social partners to effectively participate and contribute to this process. While not strictly an “operational gap”, it is one to which the Office will give the highest attention in terms of technical support and resources. The lessons learned from the involvement of the social partners in the PRSP process and in the formulation of DWCPs will considerably contribute to this process.

Conclusions/policy directions from the Committee

53. This overview paper, prepared at the request of the Committee, has analysed the progress made in the implementation of the GEA since its adoption in March 2003. So what is the scorecard? Based on the analysis of this paper, table 1 provides a summary of the main progress and achievements, implementation gaps and challenges and some proposed actions to address these gaps.

²² GB.295/ESP/1/3.

Table 1. GEA implementation: Scorecard

Objective	Progress/achievements	Implementation gaps/challenges	Proposed action/priorities
<p>I. Operational gaps (to make employment central in economic and social policy-making)</p> <p>1. National level</p>	<ul style="list-style-type: none"> - The GEA integrated approach used and some core elements established in national policy frameworks including PRSPs in a relatively large number of countries. The appendix table presents as illustration ten of these countries - Participation of social partners in policy formulation and implementation encouraged - Closer coordination and interaction developed between the ministry of labour (MOL) and finance, planning and other key ministries in countries where the GEA was used in an integrated manner - The GEA made an integral part of DWCPs 	<ul style="list-style-type: none"> - Communicating and adapting the GEA to diverse national situations - Even though there are employment policy guidelines for industrialized countries no equivalent practical guidelines have been developed for middle- and low-income countries - Policy coordination between the MOL and finance and economic ministries on employment goals weak in many countries - Capacity of the MOL and social partners in employment policy formulation and implementation needs further strengthening - Critical mass in core competencies lacking in key disciplines amongst ILO employment specialists - Monitoring progress and impact evaluation needs to be strengthened 	<ul style="list-style-type: none"> - Develop guidelines drawing on the GEA and relevant tripartite documents, and their implementation, for countries at different levels of development - Continue to engage in employment policy dialogue with a focus on inter-ministerial policy coordination and social dialogue with social partners - Continue activities to strengthen technical capacity of the MOL and social partners - Improve coordination, team work, networking and knowledge sharing to overcome constraints in core competencies as part of Office-wide effort - Develop more effective impact assessment methodologies and tools (with ILO Evaluation Unit)
<p>2. Global/regional levels</p>	<ul style="list-style-type: none"> - Increased demand for use of the GEA framework and tools resulted mainly from success of the Decent Work Agenda at the global and regional levels - Partnerships and alliances developed at global and regional levels - "Toolkit for mainstreaming employment and decent work" developed by the ILO and endorsed by the CEB and ECOSOC 2007 draws on the GEA elements/tools - ILO global reports (<i>KILM</i>, <i>Global employment trends</i>) draw attention to changing employment and labour market situation at the global and regional levels 	<ul style="list-style-type: none"> - The GEA as the ILO's employment policy approach still not sufficiently recognized at global or regional levels (with some exceptions, e.g. Asian Regional Meeting, Busan, 2006) - Need to maximize the use of global and regional partnerships and alliances for better impact at national level 	<ul style="list-style-type: none"> - Promote the GEA framework more explicitly in international partnerships and alliances - Include the GEA, and related tools and instruments, more explicitly in training activities with social partners, ILO staff, etc., including in Turin Centre training activities - Better connect the GEA tools and instruments with the work of employment specialists in all regions through strengthened communications, knowledge sharing and training activities

Objective	Progress/achievements	Implementation gaps/challenges	Proposed action/priorities
<p>II. Knowledge gaps Developing an integrated, focused and operationally useful research agenda in support of the GEA implementation</p>	<ul style="list-style-type: none"> - Follow-up action taken on guidance/decisions of the Committee in its discussion of the core elements of the GEA and reflected in policy and advisory services (see the appendix table) - ILO's analytical work internationally recognized in key areas: active labour market policies and flexicurity, growth–employment–poverty nexus, enterprise development, employability and training, employment-intensive public investment programmes and development of an affordable minimum social protection package - Detailed “mapping” exercise of all ILO research on employment-related issues completed and progress in priority setting 	<ul style="list-style-type: none"> - The Office cannot deliver equally across all core elements. Priority setting under resource constraints has led to research work in certain core elements to be more limited than in others (core elements 1, 2, 3 and 4). - Areas where the Office is seeking to strengthen research to continue or establish itself as a centre of excellence are: <ul style="list-style-type: none"> ■ labour market policies and institutions (core element 7) ■ entrepreneurship and enterprise development (core element 5) ■ employability by improving knowledge and skills (core element 6) ■ economic growth, employment generation and poverty reduction, including the informal economy (core element 10); ■ social protection (core element 8) ■ youth employment - Weaknesses that need to be dealt with: peer review; links with academic and university circles; dissemination; coordination on research agenda between headquarters and the field 	<ul style="list-style-type: none"> - Further develop and strengthen work programmes (training, tool development, implementation) with employers' and workers' organizations - A strategic, dynamic, focused and well-coordinated research agenda is an objective the Office is pursuing and continues to work on taking into account the general guidance provided by the Committee

54. The Office looks to the Committee to:

- Discuss this general overview of the work done by the tripartite partners and the Office in the implementation of the GEA and the analytical and implementation gaps identified and provide guidance for future work.
- Support the development of employment policy guidelines, as suggested in this paper, based on the GEA, for countries at different levels of development.
- Encourage the tripartite constituents to provide more active support in advocating and in engaging in the use of the GEA framework in drawing up employment strategies by policy-makers and in policy coordination especially at the national level, with the Office providing technical and advisory services.

Geneva, 12 October 2007.

Submitted for debate and guidance.

Appendix

Use of the integrated GEA framework for national employment policies: Selected country examples

Country: Integrated GEA framework applied	Priority areas identified (10 GEA core elements)	Link with DWCP	Comments
<p>Azerbaijan National employment strategy (2005)</p>	<ul style="list-style-type: none"> ■ Integrated national youth employment programme ■ Support to SMEs ■ Technical and vocational training ■ Active labour market policies <p>[GEA core elements 3, 4, 5, 6 and 7]</p>	<p>Overarching theme of DWCP: to make employment central to economic and social policies:</p> <ul style="list-style-type: none"> ■ Design and implementation of national employment and labour market policies addressing youth ■ Develop practical tools to enhance employability and apply employment-intensive investment programmes 	<ul style="list-style-type: none"> ■ GEA used as lead framework for preparation of the national employment strategy ■ Close involvement of social partners in identifying priorities linked to GEA
<p>Burkina Faso National employment policy (NEP) (2006) and national action plan (2007)</p>	<ul style="list-style-type: none"> ■ Link the NEP with macroeconomic and sectoral policies ■ Target urban informal employment, micro-enterprises and self-employment ■ Improve employability, vocational and technical training including for those already employed ■ Improved labour market functioning in accessing decent employment ■ Social protection <p>[GEA core elements 1, 2, 4, 5, 6 and 7]</p>	<p>Employment promotion through vocational training and social protection is priority of the DWCP</p> <p>Outcomes:</p> <ul style="list-style-type: none"> ■ Employment-creating sectors identified ■ Improved institutional and regulatory framework favouring youth and women's employment ■ Active involvement of social partners and local actors in promoting employment promotion as a main strategy to reduce poverty ■ Reduce labour market mismatch ■ Extension of national social protection and micro health insurance to the informal economy 	<ul style="list-style-type: none"> ■ GEA framework used in drawing up a comprehensive NEP (2006) ■ Successful partnership between the Ministry of Employment and the Ministry of Economy to integrate the employment strategy into the poverty reduction strategy (PRS) ■ Big effort on synergy and coherence between the African Union Ouagadougou Action Plan (2004), the PRSP, the five-year presidential programme, the NEP and macroeconomic and sectoral policies; with the active involvement of the Ministry of Finance

Country: Integrated GEA framework applied	Priority areas identified (10 GEA core elements)	Link with DWCP	Comments
<p>China</p> <p>The China Employment Forum (2004) adopted a common understanding on elements of an employment agenda for China, drawing on the core elements of the GEA. This provided an important input to the subsequent drafting of the Employment Promotion Law (2007)</p>	<p>The draft Employment Promotion Law covers the following key area of the GEA:</p> <ul style="list-style-type: none"> ■ Advance trade and investment for employment expansion ■ Employment as major target in national economic and social development ■ Self-employment and enterprise development ■ Vocational education and training ■ Active employment and labour market policies ■ Improve unemployment insurance and protection ■ Employment for rural areas and disadvantaged groups <p>[GEA core elements 1, 4, 5, 6, 7, 8 and 10]</p>	<p>The DWCP gives high priority to the goal of employment covering:</p> <ul style="list-style-type: none"> ■ Support for implementation of the Employment Promotion Law ■ Active labour market policies ■ Support to disadvantaged groups in the labour market ■ Upgrading national HRD policies ■ Developing high-skilled workers ■ Enterprise development ■ Entrepreneurship for youth and women ■ Local development ■ Improvement of employment services ■ Improved labour force surveys and data for policy-making and implementation 	<p>The ILO provided several rounds of comments to the Ministry of Labour and Social Security during the drafting of the Employment Promotion Law. The Law was adopted by the People's Congress in August, 2007. Also the development goals of the 11th Five-Year Programme for Labour and Social Security emphasize the placement of employment expansion in a more prominent position in economic and social development, and continued implementation of active employment policy</p>
<p>Ghana</p> <p>National employment policy (NEP) and sector action plans (under development)</p>	<ul style="list-style-type: none"> ■ Support to and implementation of the employment component of GPRS II (2006-09) ■ Macroeconomic and sectoral policies ■ Passive and active labour market policies ■ Improved access to training and employment opportunities (youth, informal economy, PWDs) ■ Enabling business environment ■ Social protection <p>[GEA core elements 3, 4, 5, 6, 8 and 10]</p>	<p>Two of the three DWCP priorities focus directly on employment:</p> <ol style="list-style-type: none"> 1. MMYE and social partners effectively coordinate multi-sectoral employment policy 2. Increased employment and productivity in selected areas and sectors 	<ul style="list-style-type: none"> ■ GEA framework explicitly used in drawing up of NEP ■ The commitment to expanding employment opportunities made central in the second PRSP ■ Strengthened focus on employment was the prime objective of the ILO's Decent Work Pilot Programme for Ghana (2003-05) ■ Tripartite consultations were held, with ILO support, throughout the needs assessment, pilot demonstration, and employment policy design processes ■ Development of the later stages of the NEP has been fully supported, technically and financially, by the WB and the UNDP

Country: Integrated GEA framework applied	Priority areas identified (10 GEA core elements)	Link with DWCP	Comments
<p>Honduras</p> <p>National plan for the generation of decent employment (2006)</p>	<ul style="list-style-type: none"> ■ Economic growth for decent work creation (emphasis on youth and women): macroeconomic policy and infrastructure investment, competitiveness, technological development and skills to expand employability ■ Enterprise development: rural employment, SME upgrading and business linkages ■ Labour market policies and institutions: employment services, wages and productivity ■ Social protection: gender equity; support to targeted groups (migrants, ethnic minorities, domestic workers and people with disabilities); extension of social security and OSH; and eradication of child labour ■ Social dialogue: strengthening the Social and Economic Council and training on leadership <p>[GEA core elements 2, 4, 5, 7, 8, 9 and 10]</p>	<ul style="list-style-type: none"> ■ The DWCP was developed after the national employment plan. It is based on three pillars one of which focuses on strengthening the capacity of the State and the social partners for the implementation of the employment plan ■ The Office is also supporting the process of integrating the DWCP into the national PRSP 	<ul style="list-style-type: none"> ■ The "Vision" document and the GEA were the leading frameworks in the design of the comprehensive employment plan ■ The plan aims at generating 425,000 full time jobs between 2006-09. It was endorsed by the tripartite constituents represented at ECOSOC ■ A cross-sector coordination table has been established to support the implementation of the plan. This is a joint initiative between the Ministry of Labour and Social Security and the Ministry of Industry and Trade ■ ILO-UNDP collaboration has already begun in the area of youth employment
<p>Jordan</p> <p>National employment policy (2007 ongoing)</p>	<ul style="list-style-type: none"> ■ Employment-centred macroeconomic and sectoral policies ■ Improving labour market outcomes – targeted pro-poor policies (youth, women) ■ Labour market institutional and legislative reform ■ Youth employment programme ■ Employment services revitalized ■ Vocational training reform ■ Boosting small enterprise for job creation and poverty alleviation <p>[GEA core elements 1, 3, 4, 5, 6, 7 and 10]</p>	<p>The DWCP In Jordan has three main strategic objectives:</p> <ol style="list-style-type: none"> 1. Creating decent jobs for men and women <p>The outputs of this objective are identical to the employment plan which was developed as an implementation arm of the DWCP</p> <ol style="list-style-type: none"> 2. Improving governance through reform and social dialogue 3. Enhancing social protection 	<p>High-level national consultation on employment policy attended by the Prime Minister and four other line ministers (July 2007):</p> <ul style="list-style-type: none"> ■ Ministry of Labour gave a new and more prominent role within the framework of national policy-making. ■ New revised labour law which benefited from ILO support submitted to Parliament ■ A tripartite national committee has been established. There will be a major role in guiding policy development ■ Synergies with UN country team established. The intention is to work further on promoting the employment impact of UN-implemented programmes

Country: Integrated GEA framework applied	Priority areas identified (10 GEA core elements)	Link with DWCP	Comments
<p>Liberia Emergency employment and employment action programme (2006)</p>	<ul style="list-style-type: none"> ■ Boosting employment in public works investments ■ skills training ■ Improving the informal economy and small business environment ■ Improved labour market indicators and analysis ■ Promoting social dialogue and strengthening labour administration ■ Revival of agriculture <p>[GEA core elements 3, 5, 6 and 10]</p>	<p>DWCP still to be developed but ILO's Strategic Management Module focuses on:</p> <ul style="list-style-type: none"> ■ Job creation ■ Labour-intensive works ■ Youth ■ Labour market indicators ■ Enterprise and cooperative development ■ Furthering of tripartism ■ HIV/AIDS 	<ul style="list-style-type: none"> ■ GEA framework used to formulate both programmes ■ PRS (forthcoming) draws on integrated employment framework in prioritizing employment ■ Capacity of tripartite partners severely affected by conflict being built up to play significant role in forthcoming policy formulation processes ■ UN agencies and the World Bank working closely with ILO in preparation of PRS concept paper
<p>Madagascar National employment policy (2005) and national action plan (2006)</p>	<ul style="list-style-type: none"> ■ Strengthening the employability of vulnerable groups ■ Promoting local initiatives ■ Sectoral employment promotion policies ■ Integrating employment in macroeconomic and sectoral programming, monitoring and evaluation mechanisms ■ Increasing financial flows to promote self-employment and micro-enterprises ■ Improve enterprise productivity <p>[GEA core elements 1, 2, 4, 5, 7, 8 and 9]</p>	<p>Main priority: to put employment promotion at the heart of poverty reduction. Three of the expected outcomes are integrated in the national employment strategy:</p> <ul style="list-style-type: none"> ■ A conducive growth, investment and employment environment in place ■ The institutional and regulatory framework ensures employment creation ■ Improved employment conditions ensures improved productivity and competitiveness <p>Additional priorities concern elimination of child labour, improved social dialogue, fight against HIV/AIDS – all taken up in the national employment strategy</p>	<ul style="list-style-type: none"> ■ GEA framework used for drawing up the national employment policy (2005) ■ Employment action plan fully integrated into the second generation PRSP (Madagascar action plan) ■ Full involvement of social partners through various consultations, the formal working group on the PNSE, training workshops and validation in national tripartite seminar ■ Some interactions with WB and UNDP but were not involved in the formulation; UNDP Resident Coordinator opened the national validation seminar
<p>Pakistan Tripartite National Employment and Skills Forum organized with ILO (April 2006) led to adoption of the employment action plan (2006) and to formulation of national employment policy (draft (2007))</p>	<p>Employment action plan (2006) covered:</p> <ul style="list-style-type: none"> ■ Creating favourable environment for entrepreneurship and SMEs ■ Increase employment intensity of public investment ■ Developing a globally competitive workforce 	<p>DWCP priority areas relate to:</p> <ul style="list-style-type: none"> ■ Labour law reform ■ Employment-generation through HRD specifically by skills training ■ Expansion of social protection including the informal economy 	<ul style="list-style-type: none"> ■ GEA framework used in formulating the national action plan (2006) and national employment policy (draft (2007)) and in drawing up employment chapter of MTFD (2005-10) ■ Close involvement of social partners in formulating PRSP I

Country: Integrated GEA framework applied	Priority areas identified (10 GEA core elements)	Link with DWCP	Comments
United Republic of Tanzania National employment policy (2006) and national employment-creation programme (NECP, 2007)	<ul style="list-style-type: none"> ■ Striking best possible balance between labour market flexibility and security ■ Minimum wage ■ Overseas remittances ■ Gender equality <p>[GEA core elements 2, 3, 4, 5, 6, 7, 8 and 10]</p>	<ul style="list-style-type: none"> ■ Promoting tripartism for social dialogue 	<ul style="list-style-type: none"> ■ ILO technical support to PRSP II (under preparation) ■ ILO lead UN agency working with donor agencies and GTZ, WB, ADB in design of vocational training policy (ongoing 2007) ■ National SME policy (2007) developed with close support of ILO working with ADB and WB
	<ul style="list-style-type: none"> ■ Demand-driven skills development for wage and self-employment ■ Full employment as a national priority, and major strategy for poverty eradication ■ Equal access to employment opportunities, skills endowments for men and women, youth and people living with disabilities ■ Enabling environment for transformation of the informal sector into formal productive and competitive enterprises ■ Employment strategies enhancing income security and prevent social exclusion ■ Safeguard workers' rights ■ Faster economic growth and more adequate allocation of investment resources to more labour-intensive and productive sectors ■ Action-oriented research contributing towards employment sector development ■ Addressing HIV/AIDS negative impact on employment creation <p>[GEA core elements 1, 3, 4, 5, 6, 7, 8 and 10]</p>	<p>DCWP gives priority to:</p> <ul style="list-style-type: none"> ■ Poverty reduction through creation of decent work opportunities with focus on young women and men ■ Entrepreneurial and SME activities enhanced ■ Entrepreneurship skills for self-employment increased 	<ul style="list-style-type: none"> ■ Strong ILO support to formulation of a comprehensive NECP ■ Support to mainstream employment in MKUKUTA (Tanzania PRSP) ■ NEP being developed for Zanzibar ■ High-level joint ILO–UNDP advisory mission fielded at request of President of Tanzania for recommendations on NECP in the context of the Presidential pledge to create 1 million jobs by 2010 ■ “One UN” programme to promote growth, decent work and poverty reduction ■ Review of implementation of the NECP through detailed work on employment-friendly macro-policy, budgetary allocations, and sectoral policies

For a detailed discussion on the link to national poverty reduction strategies, please refer to GB.300/ESP/3.