

Decent Work for Sustainable Development¹

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Background

1. At its 329th Session (March 2017), the ILO Governing Body held a high-level session to discuss the decent work contribution to theme of the 2017 High-level Political Forum on Sustainable Development (HLPF), namely "eradicating poverty and promoting prosperity in a changing world", and to the Sustainable Development Goals under review this year. The session was attended by several ministers and other representatives of governments, workers and employers representatives of partner agencies and was addressed by Ambassador Frederick Makamure Shava, President of the ECOSOC. This report presents the information and analysis examined by the ILO Governing Body and a summary of its discussions. It begins with an Overview structured under the issues proposed for the HLPF review of progress on the 2030 Agenda.

I. Overview

Assessment of the situation regarding the principle of "ensuring that no one is left behind" at the global level.

- 2. Poverty remains pervasive in many countries and represents a serious threat to the achievement of the 2030 vision of a "just, equitable, tolerant, open and socially inclusive world in which the needs of the most vulnerable are met" and "a world in which every country enjoys sustained, inclusive and sustainable economic growth and decent work for all". In 2016, three out of ten working women and men in emerging and developing countries were unable to earn enough to lift themselves and their families above the moderate poverty threshold of \$3.10 per day. Six out of ten workers in sub-Saharan Africa and nearly five out of ten South Asian workers are expected to be living in such poverty in 2018. In emerging and developing countries, children constitute over one third of the poor, and the elderly just under 5 per cent.²
- 3. On current growth trends, working poverty rates will decline in 2017 and 2018, but at a slower pace than in the previous 25 years. The numbers of workers living on less than the extreme poverty threshold of \$1.90 per day is set to fall slightly over the next two years in Africa and more significantly in South Asia, but will still account for nearly one third of workers in Africa and 15 per cent of workers in South Asia in 2018.

² See paragraphs 38-43 below.

- **4.** With poverty concentrated to a significant extent in rural areas, harnessing the potential of the rural economy through decent work is key to sustainable development and critical in fulfilling the SDGs' pledge to leave no one behind. Improving earnings, working conditions and productivity in agriculture and other rural industries is vital. This will entail moves from own-account or unpaid family labour and informal work (often in rural areas) to wage employment and formal (or more formal) jobs in industry or services (typically in urban areas).³
- **5.** Social protection systems are essential to the eradication of poverty but are weak or non-existent in many countries.⁴ Social protection floors are much more sustainable where there is a progressive shift towards formal economic activities.⁵

The identification of gaps, areas requiring urgent attention, risks and challenges

- **6.** Decent Work is a fundamental pillar of the 2030 Agenda that calls for "Promoting sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all" (SDG 8). Decent work is both a driver and an outcome of sustainable development and is therefore mainstreamed across the entire 2030 Agenda. Linkages between SDG 8 and other goals are such that sustainable development can only be realized through pursuing "full and productive employment and decent work for all". One implication of this interconnectedness of means and ends in the 2030 Agenda is that the pursuit of decent work for all represents an important integrating perspective for pursuing the 2030 Agenda.
- **7.** Gaps in the realization of the principle of "ensuring that no one is left behind" in the areas of Goals 1 (poverty), 2 (hunger), 3 (health), 5 (gender), 9 (industrialization) and 14 (oceans), manifest as decent work deficits. Viewed from the global perspective of the 2030 Agenda, poverty eradication will require an increase in the decent work opportunities, an increase in incomes from work and the building and strengthening of social protection systems to support households, notably families with children, the elderly and adults unable to work.
- **8.** A fundamental pillar of decent work and a key SDG target is the creation and progressive improvement of social protection systems.⁶ Social protection systems, including floors, are essential to ensure that no one is left behind. They are fundamental to prevent and reduce poverty

³ See paragraphs 44-54 below.

⁴ See paragraphs 61-70 below.

⁵ See paragraphs 55-58 below.

⁶ For an up-to-date account of social protection trends, lessons learned and policy recommendations, see also ILO (2017) "The role of the social protection on eradicating poverty and promoting prosperity: trends and policy recommendations", document presented at the HLPF preparatory conference: *Ending Poverty: The Road to 2030* on May 11-12, 2017 at the UN City in Copenhagen, Denmark.

across the life cycle, including benefits for children, mothers with newborns, for persons with disabilities, for the unemployed or those poor or without jobs, and for older persons. Social protection, along with labour-intensive employment creation programmes, also had a significant role to play in reducing fragility and the transition from conflict to peace.

- **9.** Social protection programmes are essential elements of a policy response to support the realization of the universal human right to social security, and are both a social and an economic necessity. Well-designed social protection systems support incomes and domestic consumption, build human capital and increase productivity. The efforts in extending social protection in many developing countries have underlined its key role in reducing poverty and vulnerability, redressing inequality and boosting inclusive growth. Social protection is, therefore, a crucial instrument for poverty eradication and promotion of prosperity.
- 10. Job creation and improvement in working conditions in rural areas require unleashing the potential of rural areas through entrepreneurship, building capabilities and promoting sustainable rural enterprises including cooperatives, skill development and improving occupational safety and health. Partnerships between the UN, the ILO, the FAO and the private sector are key as bringing people out of rural poverty. Access to finance for start-ups, entrepreneurship training, and a reduction of barriers for formalization are an area for substantial policy action.
- 11. There is a need of alternative approaches that go beyond traditional public, private or charitable provision, while promoting principles and practices of cooperation, solidarity, voluntary involvement, and democratic self-management. The Social and Solidarity Economy (SSE)⁷ model has shown its capacity to mobilize and redistribute resources and surplus in inclusive ways that cater to people's essential needs.⁸ Among SSE organizations, cooperative enterprises, as democratic, value-driven and locally-controlled organizations, have a proven record of fostering social inclusion, creating and sustaining employment, and being resilient to economic crises. Very often they represent the most effective membership-based organizational structure for entrepreneurs or workers in the informal economy allowing them to move towards formalization.

⁷ SSE is a concept designating enterprises and organizations, in particular cooperatives, mutual benefit societies, associations, foundations and social enterprises, which have the specific feature of producing goods, services and knowledge while pursuing both economic and social aims and fostering solidarity. See: http://www.ilo.org/wcmsp5/groups/public/--ed emp/---emp ent/---coop/documents/publication/wcms 175515.pdf

⁸ See for instance UN inter agency task force on SSE: Social and Solidarity Economy and the Challenge of Sustainable Development (2014); available at http://unsse.org/wp-content/uploads/2014/08/Position-Paper TFSSE Engl.pdf

12. The rights-based nature of the 2030 Agenda highlights the importance of respect for fundamental principles and rights at work. These rights underpin the vital implementing mechanism of social dialogue and call, amongst other things, for respect for freedom of association and the promotion of collective bargaining, which empower men and women to be actors in, rather than subjects, of sustainable development policies. This calls for a strengthening of the application of International Labour Standards to underpin the drive for more productive and competitive production, inclusive growth and development.

Valuable lessons learned on eradicating poverty and promoting prosperity

- **13.** Poverty eradication and sustainable development require the creation of more productive employment and decent work which allows shared prosperity, widespread wellbeing and fulfilment of people's potential and dignity. Creation of decent work for all is a goal as well as a challenge set in SDG 8, but also a broader objective that guides policies towards poverty eradication and ensuring that no one is left behind.
- 14. Successful public employment programmes such as those in India, Brazil and poverty alleviation measures such as those in Bangladesh have proved effective in in addressing underemployment and seasonal employment, increasing wages and incomes, reducing child labour, enhancing rural market capacity, halting of distress migration and generating greater workforce participation by women.
- **15.** Poverty is often the outcome of being trapped in the informal economy without opportunities for formal jobs that would provide a stable income, social security and decent work. The ILO "Recommendation No. 204 concerning the transition from the informal to the formal economy" and its plan of action are recognized as important policy frameworks for joint action with other UN agencies and multi-stakeholder partnerships. ⁹
- **16.** Many countries have identified the reduction of inequality in all of its forms as a critical policy goal for poverty reduction and sustainable development and efforts are being undertaken in several countries to increase minimum wages, strengthen collective bargaining and promote gender equality, including closing the gender pay gap.

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⁹ILO "Recommendation No. 204 concerning the transition from the informal to the formal economy" was adopted by the International Labour Conference at its 104th Session in Geneva, on 12 June 2015 http://www.ilo.org/ilc/ILCSessions/104/texts-adopted/WCMS 377774/lang--en/index.htm

- **17.** Climate change and misuse of natural resources are already profoundly affecting economies, enterprises, workers and society as a whole showing the global interconnectedness of the environmental sustainability, poverty reduction and inclusiveness of development. There is shared understanding, recognized in the Paris agreement on climate change of the imperative to ensure a just transition for all. Decent work approaches and social dialogue are indispensable for a truly transformative change towards a low-carbon and resource efficient mode of production and consumption which is inclusive and provide full and productive employment and decent work for all.¹⁰
- 18. Institutional and policy environments that foster sustainable enterprises can contribute to the overall economic and social sustainability by improving jobs opportunities including to marginalized groups. Providing over 272 million jobs in the world¹¹ cooperatives have proven to be an essential organizational form in combatting social exclusion and poverty. Cooperatives have the advantages of identifying economic opportunities for the poor; empowering the disadvantaged to defend their interests and to take part in decision-making concerning them; and providing security to the poor by allowing them to convert individual risks into collective risks. It is in this regard that different types of cooperatives (e.g. savings and credit cooperatives, agricultural cooperatives, workers cooperatives) mediate the access of their members to assets that they utilize to earn a living.¹²

Emerging issues likely to affect the realization of poverty eradication and achieving prosperity

19. Economic growth alone has proven to be an uneven force for poverty reduction. In spite of the remarkable reduction in global poverty rates in the past decades, many developing countries have experienced simultaneously growth and increasing absolute numbers of people living in poverty. The long run increase in income inequality has dragged GDP growth and it is now affecting the reduction of poverty. In some developing countries sluggish growth and unemployment have contributed to a resurgence of relative poverty. There is a wide-spread acknowledgment that poverty reduction and economic, social and environmental sustainability of growth and development patterns depend on polices that address both the quantity and the quality of production and job creation. The SDGs integrated approach to sustainable development fully reflects this perspective. Development patterns that raise living standards in a sustainable way are inherently transformative and require changes in modes of production,

¹⁰ See also Box 2 on Green Jobs and Partnership for Action on Green Economy (PAGE).

¹¹ CICOPA (2017)

¹² ILO (2014a)

- skill creation and upgrading, supportive educational, health and social protection systems and well-functioning social institutions such as those ensuring respect for labour standards and the promotion of social dialogue.
- **20.** The current weak prospects for GDP growth in developed and developing countries is slowing the pace of such transformation and the potential for poverty reduction now and in in the medium term. A slower pace of transformation is likely to increase the risk of people being left behind.
- **21.** Climate change is also affecting rural economies and the most vulnerable workers and their communities. Yet, there is scope for individual countries and collective actions to adopt the decent work lens and recast development policies to reignite better job creation, address climate change and reduce poverty.

Policy recommendation on ways to accelerate progress in poverty eradication.

- 22. The pursuit of decent work along its four dimensions of employment creation, social protection, fundamental rights at work and social dialogue is an effective approach to the pursuit of the 2030 Agenda. The tripartite structure of ILO constituency (including representatives of governments, workers' and employers' organizations) provides a unique perspective on policy coherence, partnerships and social dialogue to build peaceful and inclusive societies and sustainable development along its economic, social and environmental dimensions.
- **23.** During the high-level tripartite discussion of the 329th Session of the ILO's Governing Body several policy recommendation were indicated as key priorities for accelerating progress in poverty eradication through the creation of decent work for all:
- **24. Extending social protection systems.** The extension of social protection systems, including social protection floors, provides a fundamental contribution to the elimination of both extreme and working poverty, reducing hunger and improving access to health services and the situation of women and marginalized groups, including migrants and young people and therefore a contribution to the realization of the principle of "leaving no one behind". Many national poverty reduction strategies include efforts to increase social protection.
- 25. Creating financial and non-financial partnerships. Partnerships at the national, regional and international level, including South-South and triangular cooperation, are means to unlock additional resources, intensify collaboration and improve the effectiveness of the efforts to achieve the SDGs. Giving voice to actors representing locally based, community-oriented and member-based organizations with strong presence in rural areas notably such as cooperatives and other social and solidarity economy organizations is also critical to optimize the available

resources to achieve the SDGs. The application of the recommendations in the ILO Tripartite Declaration of Principles concerning multinational enterprises and social policy can provide a framework for the public and private sector to increase the effectiveness of national efforts in the areas of employment, training, improvement of conditions of work and life, industrial relations and enhance inclusive growth and decent work.

- 26. Strengthening national institutional and local capacity and creating an enabling environment of sustainable enterprises. Among the key elements for eliminating poverty are establishing an enabling environment for the creation of sustainable enterprises and encouraging private sector investment for the creation of decent and productive jobs. This would support the increased productivity in rural economies and the creation of formal employment through the development of agriculture and rural industries, while rural workers' rights need to be guaranteed. The promotion of inclusive and sustainable industrialization and fostering innovation is a shared objective of the tripartite constituents. Resilient infrastructure and industrial policies are key to achieving structural transformations and in particular increasing decent work through more productive, and higher value-added manufacturing and agriculture. Skills training and apprenticeship schemes have a significant role in creating decent jobs opportunity and supporting the sustainability of enterprises.
- 27. Promote transition to formality. Informality can be an obstacle to improving living conditions and reducing poverty. The reduction of informality relates with the creation of an enabling environment small and medium-sized enterprises and cooperatives as well as support to increase productivity in agriculture and industrialization. Policy actions in the area of Goals 1, 2 and 9 include stimulating transition from informal to formal employment opportunities, linkages of local SMEs with larger firms and as such to larger value chains, cooperative development to allow for poor people to join forces and have a collective voice in their productive future and further market opportunities.
- **28.** Support capacity building and partnerships for strengthening of statistical data collection and analysis. High-quality, timely, reliable and disaggregated data are needed by governments to evaluate their current situations, establish baselines, develop effective policies, review progress and make policy adjustments to achieve the SDGs.
- 29. Address the specificities of countries in greater need such as Least Developed Countries (LDCs), Landlocked Developing Countries (LLDCs) and Small Island Developing States (SIDS). The aim of leaving no one behind requires increased support from the ILO and the broader UN system for groups of countries in special circumstances, as the least developed countries, landlocked developing countries, small-island developing States and countries in or

emerging from conflict situations faced unique challenges and constraints. Many of them lacked the capacity, available statistics and resources to conduct the voluntary reviews or required assistance in identifying interlinkages for policy impacts within and among the SDGs.

- **30.** Reducing gender inequality in all its forms by creating decent work opportunities and increasing minimum wages, and promoting equality in the world of work. Achieving gender equality and empowering all women and girls is encapsulated in SDG 5 but it is also a crosscutting principle that needs to be mainstreamed across all SDGs. Women that are disproportionally represented in own-account, unpaid family and informal and precarious jobs and victims of abuse of non-standard contracts.¹³
- **31.** Strengthening institutions and building capacities for enabling rights such as freedom of association and collective bargaining. Freedom of association and collective bargaining are means to ensure the long term economic and social sustainability of any development process. They ensure that the progressive shift to high value-added activities contribute to reducing poverty and inequality.

Areas where political guidance by the high-level political forum is required

- 32. Although only in the second year on the road to 2030, the ILO is concerned that many countries need to accelerate the pace of decent job creation to reduce poverty and meet the SDGs by 2030. This will require faster, more inclusive and more sustainable economic growth which in turn calls for globally coordinated macroeconomic policy action, especially by systemically important countries or groups of countries. The High-Level Political Forum may wish to examine how it can contribute to building momentum for stronger job-rich growth as a driver of the integrated policy approach of the 2030 Agenda.
- **33.** At the high-level tripartite discussion of the ILO's Governing Body, there was a widespread acknowledgement of the challenges to achieving the SDGs and the role that ILO together with the UN, governments and social partners can play in pursuing the 2030 Agenda. With the centrality decent work in the 2030 Agenda, there is a clear mandate of the ILO to address

¹³ See also ILO (2016a) "Non-standard employment around the world: Understanding challenges, shaping prospects" a report that analyses the incidence and trends of NSFE globally and explores the reasons behind this phenomenon, including changes in the world of work brought about by globalization and social change, shifting organizational practices among companies, and changes and gaps in the regulation of work. It also includes a series of policy recommendations. See also the Conclusions of the Meeting of Experts on Non-Standard Forms of Employment, which took place in Geneva, at the 323rd Session of the ILO's Governing Body provides an account of the trends and driving forces of non-standard forms of employment and their impact on workers, firms and the labour market, in particular on women.

economic growth, employment creation and reducing inequality through its standard-setting function, integrated policy approaches, technical support and inter-agency partnerships. At the same session of the Governing Body a draft ILO Programme and Budget for 2018-19 was approved in which each policy outcome will contribute to specific targets and indicators of relevant Sustainable Development Goals (SDGs).

- 34. Many speakers highlighted the need to address the SDGs in an integrated manner and thus the importance of the ILO playing an active role in the HLPF and its preparation. Director-General Guy Ryder emphasized that for the ILO there were at least four operational dimensions to the integrated approach: first, the need to assess the role of the decent work contribution across all SDGs; second, the integration, collaboration and coherence among UN entities in delivering integrated support on the implementation of the 2030 Agenda; third, the integration of the tripartite constituents (ministries of labour and workers' and employers' representatives) in the implementation, monitoring and follow-up of the 2030 Agenda at national level; and fourth, the integration between the international norms, policies and strategies and national development plans. In this respect, there will be great scope for learning from the 44 voluntary national reviews scheduled to be presented in the HLPF this year.
- **35.** Several of the policy areas highlighted at high-level tripartite discussion ILO's Governing Body may assist the HLPF's review of progress on the 2030 Agenda. In its discussions the Governing Body stressed the importance of addressing the specificities of countries in greater need such as LDCs LLDC and SIDC.
 - i. Extending social protection systems has a strong direct impact on poverty reduction and poverty prevention. Progressively extending social protection as recommended in the ILO Social Protection Floors Recommendation, 2012 (No. 202), is an important step in the right direction. Nationally defined social protection floors must take national capacity, fiscal space and sustainability of the systems into consideration. Social protection expenditure is as an investment in building and expanding productive capacities. Development partners should prioritize support for social protection floors especially in LDCs.
- ii. Creating financial and non-financial partnerships. The ILO itself is by design a three way partnership between governments, employer and worker organizations the social partners. Our partnership is working closely with other partners, including members of the UN Development System (UNDS), on a number of SDGs. Examples of effective partnerships in which ILO is actively engaged are: Alliance 8.7 to eradicate forced labour, modern slavery, human trafficking and child labour; the Global Partnership for Universal Social Protection and the Social Protection Inter-agency Cooperation Board; the Programme for Action on the

Green Economy (PAGE); and the High-Level Commission on Health Employment and Economic Growth and its work in the areas of youth employment and skills. *The HLPF may wish to encourage such partnerships by highlighting the added-value they give to the work of the UNDS*.

- Strengthening national institutional and local capacity and creating an enabling iii. environment of sustainable enterprises. The achievement of the SDGs requires effective, accountable and inclusive institutions that are strong, well-resourced and fully engaged in setting national development priorities and adapting the SDG targets to national realities. Sustainable enterprises are the backbone of all economies and need a conducive environment to thrive. The ILO's particular focus is to support the building of the capacities of ministries and of workers' and employers' organizations as well as the mechanisms of consultation, dialogue and agreed joint action between these tripartite partners. Labour market institutions and policies concerning fields such as social protection, equal opportunities, enterprise development (especially micro, small and medium-sized enterprises and cooperatives), skills, occupational safety and health, collective bargaining and minimum wage-setting mechanisms have important roles to play in national sustainable development strategies and the achievement of the SDGs. The HLPF may wish to recognize the role of labour, employment and social affairs ministries and the social partners in national strategies and the work of the ILO in helping to strengthen their capacities.
- iv. Promote transition to formality. Informality is an obstacle to inclusiveness and domestic resource mobilization. The ILO is guided in its work with member States and social partners by Recommendation 204 on the Transition from the Informal to the Formal Economy (2015), It contains guidance on integrated polices for the progressive transition to formality of the large informal economies of many member States in which a high proportion of the world's poorest women and men work. Action on the policies proposed in the Recommendation by governments, workers' and employers' organizations and supported by the ILO and partners would consolidate progress towards all of the SDGs. The HLPF may wish to highlight the importance to the whole of the 2030Agenda of transition from the informal to the formal economy.
- v. Promoting decent work in agriculture and rural economies. The challenge of eradicating extreme poverty by 2030 requires an increased focus on the promotion of decent work in agriculture and the rural economy, particularly in Africa and LDCs. Decent work in the rural economy is a priority outcome. As part of this renewed drive the ILO will strengthen synergies with development partners such as the FAO to promote productive, decent jobs in the rural economy. The HLPF may wish to examine how best to ensure that partnerships

within countries and with international partners for agricultural and rural development contain a strong focus on the creation of decent work opportunities.

- vi. Support capacity building and partnerships for strengthening of statistical data collection and analysis. Data collection and analysis remains a major challenge in many countries, especially LDCs, and the ILO is supporting national statistics offices and building their capacities to conduct labour market surveys and analyse data. The ILO is the custodian of 13 indicators included in the SDG indicators framework adopted by the UN Statistical Commission and is expected to report to the global community on the progress in the SDGs' implementation. Likewise, it is fundamental to support member States in building and improving their national statistical capacity. The HLPF may wish to highlight the importance of strengthening of statistical data collection and analysis, including concerning employment, and the need for enhanced international support especially for LDCs.
- vii. Reduce inequality in all its forms by creating decent work opportunities and increasing minimum wages, and promote gender equality. The eradication of extreme poverty needs to proceed hand in hand with the reduction of inequalities. Rising wage inequality is a major driver of the increase in income inequality in many countries. Gender gaps in wages are narrowing but at very slow pace. Action to promote decent work, establish effective wage floors and counteract gender pay gaps are important components alongside strengthened social protection in reducing inequality. The HLP may wish to consider how action on inequality addressed in SDG 10 can be best integrated with other goals including SDG 1 on ending poverty.
- wiii. Strengthening respect for fundamental principles and rights at work. Enabling women and men to exercise their fundamental human rights, including fundamental principles and rights at work, is essential for the mobilization of broad-based action for sustainable development. Freedom of association is the foundation for building strong institutions workers' and employers' organizations as well as to strengthening labour market institutions such as collective bargaining and tripartite consultation and dialogue. Eradicating poverty and promoting prosperity in a changing world is only possible where a conducive environment for sustainable enterprise and the creation of decent jobs is built. Respect for fundamental principles and rights at work is an integrated pillar of the ILO's Decent Work Agenda and thus of our Organization's role in the global partnerships for implementation of the 2030 Agenda. The HLPF may wish to consider how action regarding respect for human rights including fundamental principles and rights can strengthen the integrated implementation of the 2030 Agenda and ensure that it remains people-centred.

II Decent work for sustainable development: Ensuring no one is left behind¹⁴

Introduction

- **36.** Transforming economies to achieve sustainable development through employment of workers in progressively more productive activities, while ensuring that they can fulfil their potential in dignity and equality, is a central issue for the 2030 Agenda for Sustainable Development. This can drive a poverty-reducing growth dynamic in which increased productive capacity enables a rise in labour incomes, increased private sector investment, stronger government tax revenues and increased public investment in social and physical infrastructure. This document therefore surveys the ways in which full and productive employment and decent work support the implementation of Transforming our world: the 2030 Agenda for Sustainable Development with a focus on the 2017 High-level Political Forum on Sustainable Development (HLPF) review of Goals 1 (poverty), 2 (hunger), 3 (health), 5 (gender), 9 (industrialization) and 14 (oceans), including the interlinkages across the goals.
- **37.** The next section presents some highlights of the current global situation regarding the principle of "ensuring that no one is left behind". The following sections discuss policy approaches to addressing the challenges in eradicating poverty and creating decent and productive work for those at risk of being left behind or who are vulnerable to social and economic exclusion.

Scale of the challenge of eradicating poverty

38. In 2016, three out of ten working women and men in emerging and developing countries – some 783 million people – were unable to earn enough to lift themselves and their families above the moderate poverty threshold of \$3.10 per day. On current growth trends, working poverty rates will decline in 2017 and 2018, but at a slower pace than in the previous 25 years. The largest numbers of working poor are in South Asia, at 335 million, and sub-Saharan Africa, at 231 million. Six out of ten workers in sub-Saharan Africa and nearly five out of ten South Asian workers are expected to be living in poverty in 2018. The numbers of workers living on less than the extreme poverty threshold of \$1.90 per day is set to fall slightly over the next two years in Africa and more significantly in South Asia, but will still

 $^{^{14}}$ Part II of this paper extends the report presented to the 328^{th} Session of the ILO Governing Body in March 2017

¹⁵ https://sustainabledevelopment.un.org/post2015/transformingourworld.

account for nearly one third of workers in Africa and 15 per cent of workers in South Asia in 2018. ¹⁶

- **39.** In emerging and developing countries, children constitute over one third of the poor, and the elderly just under 5 per cent. In 2016, working young women and men were more likely than adults to be living in extreme or moderate poverty 37.7 per cent, compared to 26 per cent. Unemployment in most developing countries is not an option for most people as social security benefits are not widely available. Economically inactive adults are therefore also often dependent on working family members and are often at risk of living in poverty.
- **40.** In developed countries, poverty thresholds are commonly set in relative terms, typically at around 60 per cent of the median household income. Unemployed people are at high risk of falling into poverty, while the share of women and men who are working and living below the poverty line is smaller than in the developing world. Since the global economic crisis, the incidence of poverty has risen in a number of advanced countries.¹⁸
- **41.** Viewed from the global perspective of the 2030 Agenda, poverty eradication as called for by SDG 1 will require an increase in the numbers of working age women and men in work, an increase in incomes from work, and the building and strengthening of social protection systems to support households, notably families with children, the elderly and adults unable to work.
- **42.** Major changes in employment patterns are needed for countries to transition out of working poverty. These involve both improved livelihoods in agriculture and other rural industries as well as moves from own-account or unpaid family labour and informal work (often in rural areas) to wage employment and formal (or more formal) jobs in industry or services (typically in urban areas). Improving earnings, working conditions and productivity in agriculture and other rural industries is also vital. Social protection floors are much more sustainable where there is a progressive shift towards formal economic activities.
- **43.** Looking ahead to 2030, the scale of the challenge of creating decent jobs is daunting. From 2017 to 2030, the world's working age population will grow by nearly one billion. If current trends in participation continue, around 520 million people, most of whom young women and men, will join the global labour force. Importantly, nearly three-quarters of this labour force growth will be in South Asia and sub-Saharan Africa. Eradicating extreme working

¹⁶ ILO (2017b).

¹⁷ ILO (2016b).

¹⁸ ILO (2016c).

poverty requires the upgrading of the jobs of 367 million women and men. Another way of viewing these challenges is in terms of the numbers of people who would need to move out of own-account and contributing family work, as this type of vulnerable employment is most prone to poverty incomes. Indeed, to bring the share of own-account and family labour in total employment down to 10 per cent in emerging and developing countries (a rate comparable to developed countries) would mean generating 1 billion formal waged jobs by 2030.

Ensuring decent work in agriculture and rural economies

- **44.** Six out of ten working women and men living in extreme or moderate poverty work in agriculture, and nearly 80 per cent of the world's working poor live and work in rural areas (based on estimates from countries with available data). Labour market institutions, organization and representation tend to be weak in rural areas and workers are often unable to exercise their rights. Working poverty is concentrated among families subsisting on small farms and as landless labourers. Work is often undertaken informally, and when family members migrate to urban areas in search of better jobs they can often only find informal work in services such as street trading, domestic work and construction.
- **45.** Young people (aged 15 to 24) 85 per cent of whom live in developing countries, mostly in rural areas account for a disproportionately high share of the working poor. ¹⁹ Forced labour remains a serious problem in some countries. About 59 per cent of all children in hazardous work aged 5–17 are in agriculture, fishing, aquaculture and forestry. Rural workers are often vulnerable as their rights may not be realized or enforced. Forced labour remains a serious problem in agriculture and remote rural areas in some countries.
- **46.** Although women's employment in agriculture has decreased over the last 20 years, this sector remains the most important source of employment for women in low-income and lower-middle-income countries. Discrimination against women has an important negative impact on agricultural productivity; studies suggest that if women had the same access to productive resources as men, it could raise the overall agricultural output in developing countries by 2.5 to 4 per cent.²⁰
- **47.** The rural working poor and their families constitute a high proportion of the hungry and malnourished. According to statistics from the Food and Agriculture Organization of the United Nations (FAO), 795 million people live in hunger, three-quarters of them live in rural

¹⁹ Losch (2016).

²⁰ ADB and FAO (2013).

areas and around half of them are from smallholder farming communities.²¹ The latest research indicates that the poorest rural households derived most income from wage employment and greater attention to wage employment and plantation workers is needed.

- **48.** Moreover, rural economies were increasingly affected by climate change and devastation caused by both sudden and slow-onset natural disasters. Policy guidance on mitigating the impact of such phenomena, enhancing resilience and generating alternative employment is needed.
- **49.** There is a widespread acknowledgment of the role of cooperatives, skill development and occupational safety and health are policy priorities in rural areas and the need of unleashing the potential of rural areas through entrepreneurship, building capabilities and promoting sustainable rural enterprises. The rights based approach of the Decent Work and 2030 Agendas imply a particular regard to trade union rights and collective bargaining and call for a further focus on rural wage workers and step up efforts to address decent work challenges on and around plantations as well as to promote ratification of the Indigenous and Tribal People Convention, 1989 (No.169).
- **50.** Some countries have successful experiences of rural policy interventions generating work and alleviating poverty. India, for instance, has learned from implementing the Mahatma Ghandi National Rural Employment Guarantee Act of 2005 that public employment programmes could be very effective in addressing underemployment and seasonal employment, provided they benefited from well integrated financial inclusion and asset/infrastructure creation. The positive results included wage and income increases, enhanced rural market capacity, halting of distress migration and greater workforce participation by women.
- **51.** In Brazil, in recent years, tripartite agreements, certification and greater inspection had brought a reduction in informal work, while increased union membership had reduced child labour and forced labour.
- **52.** Bangladesh had taken a number of poverty alleviation initiatives including the "one house one farm" project for vulnerable groups and smallholders. This is a family farming and poverty reduction program financed by the Government whose aim is to reduce national poverty through developing each of the farming household as a unit of agro-economic activities.

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²¹ FAO (2015).

53. The ILO's contribution to this multifaceted approach to the eradication of rural poverty and hunger is set out in a portfolio of policy guidance notes on the promotion of decent work in the rural economy.²² A distinctive element of the ILO's approach is the engagement of organizations of rural workers, small farmers and cooperatives, as well larger enterprises.

The five policy pillars are:

- supporting inclusive agricultural growth for improved livelihoods and food security;
- promoting economic diversification and triggering productive transformation for rural employment;
- promoting access to services, protection and employment-intensive investment;
- ensuring sustainability and harnessing the benefits of natural resources; and
- increasing the voice of rural people through organization and the promotion of rights, standards and social dialogue.
- **54.** Transforming rural work so that it offers sustainable livelihoods and an end to hunger as called for in SDG 2 requires integrated policy strategies and close coordination between different government ministries; employers, ranging from large multinationals to associations and cooperatives of small producers; rural workers' and other civil society organizations; and international partners. The ILO works closely with its tripartite constituents and the UN Country Teams, and has a strong working relationship with the FAO. ²³

Moving out of Informality

55. In developing countries, the informal economy accounts for between 35 and 90 per cent of total employment. Informal work reflects very diverse realities of wage and self-employment worldwide. For workers, informal employment often means low pay and limited access to legal and social protection and resources. It results in limited bargaining power and representation, as well as difficulty in planning beyond daily needs. Women and those most vulnerable to exploitation—low-skilled workers, young people, elderly people and migrants —

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²² ILO (2015a).

²³ See GB.329/POL/1, Outcome 5: Decent work in the rural economy. http://www.ilo.org/wcmsp5/groups/public/--ed norm/---relconf/documents/meetingdocument/wcms 545617.pdf.

are most likely to be working in the informal economy. For micro- and small enterprises, informality is a drag hindering growth, productivity and access to mainstream resources. Reducing informality is essential to the realization of several SDGs, including those on poverty, rural development, industrialization and gender equality as well as decent work, and is addressed specifically under SDG 8.3.

- **56.** Poverty is often the result of men and women stuck in the informal economy without opportunities for formal jobs that would provide them with a stable income, social security and further decent work opportunities. A joint public-private effort is needed to help these women and men and their families escape poverty.²⁴
- 57. Informal work is best conceptualized as a spectrum along which workers and businesses can move progressively to acquiring the rights and obligations that come with a formal status.²⁵ The Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204), aims to support countries to:
 - facilitate the transition of workers and economic units from the informal to the formal economy, while respecting workers' fundamental rights and ensuring opportunities for income security, livelihoods and entrepreneurship;
 - promote the creation, preservation and sustainability of enterprises and decent jobs in the formal economy and the coherence of macroeconomic, employment, social protection and other social policies; and
 - prevent the informalization of formal economy jobs.
- **58.** The ILO has developed an action plan to follow up on the adoption of Recommendation No. 204 which focuses on supporting countries through improved and comprehensive national legal and policy frameworks, strengthened awareness and capacity of constituents, and addressing gender equality and the needs of vulnerable groups in the informal economy.²⁶

²⁴ ILO (2015b), ILO (2016d) and ILO (2016e).

²⁵ The ILO's approach to the role of small and medium-sized enterprises in decent and productive employment creation is set out in a resolution adopted at the 104th Session (2015) of the International Labour Conference. See ILO (2015c).

²⁶ See GB.329/POL/2, Outcome 6: Formalization of the informal economy. http://www.ilo.org/wcmsp5/groups/public/---ed_norm/--- relconf/documents/meetingdocument/wcms 544713.pdf

Reducing fragility through the promotion of decent work

- **59.** About 28 per cent of the world's poor live in fragile situations in which for various reasons, such as conflict and natural or man-made disasters social, economic and political institutions are unable to create conditions for sustainable development or even meet basic humanitarian needs. ILO research and experience shows that decent work approaches to local economic recovery strengthen socio-economic resilience. Generating decent work can contribute to reducing fragility, stabilizing post-crisis settings, preventing crisis in disaster-prone areas and countries, and paving the way for economic growth and sustainable peace, as called for in SDG 1.5. In fragile settings, a focus on more and better jobs contributes to generating tangible peace dividends in terms of employment and training opportunities. The promotion of social dialogue, social protection and fundamental principles and rights at work with a focus on the most vulnerable populations affected by conflict and disaster can help to reduce inequalities and exclusion.
- 60. In 1944, the ILO adopted the Employment (Transition from War to Peace) Recommendation (No. 71). More than 70 years later, changes in the nature of conflicts as well as in the responses needed have made transitions even more complex. Furthermore, the ILO has also been called upon to address other kinds of crises, such as disasters. In June 2016, a first discussion on the revision of the Recommendation was held with the intent of widening the focus of reconstruction and recovery by including the impact of disasters and issues such as prevention, preparedness and resilience. At the 106th Session (2017) of the International Labour Conference, the standard-setting process will be finalized with a new normative instrument providing guidance on the contribution of employment and decent work to peace and resilience. The ILO has also launched a flagship programme on Jobs for Peace and Resilience that aims at supporting members in building job opportunities and enhancing the employability of young people, strengthening tripartite institutions and promoting fundamental principles and rights at work.²⁷ The Office also collaborates with the World Bank, the United Nations Development Programme and the Peacebuilding Support Office to strengthen the peacebuilding impact of employment programmes.²⁸

Building social protection floors

61. Social protection systems, including social protection floors, have a fundamental role in eradicating poverty by reducing economic insecurity and social exclusion, as set out in SDG 1.3. Social protection is therefore an instrument to sustain long-lasting development and

²⁷ ILO (2016f).

²⁸ ILO, PBSO, UNDP and World Bank (2016).

reduce the impact of economic fluctuations. The income security provided by social protection systems improves the livelihoods and resilience of the poorest and non-wealthy people and opens up opportunities for education, geographical mobility, employment, productive activity and therefore current and future income prospects. Universal access to social protection systems, including by establishing and maintaining, as applicable, nationally determined social protection floors is not only an important means of assisting those living in or vulnerable to poverty but also a factor that helps to stabilize the economy and that maintains and promotes employability.

- **62.** The ILO estimates that 73 per cent of the world population does not have adequate social security. Social protection expenditure is an investment in human and social infrastructure that complements physical infrastructure and adequate sectoral policies in building and expanding productive capacities, while supporting incomes and domestic demand structurally and over economic cycles.²⁹ The ILO has a two-part strategy that aims to support member States in achieving at least minimum levels of protection (the horizontal dimension, or floors) and progressively ensuring higher levels of protection guided by up-to-date social security standards (the vertical dimension).³⁰
- 63. Nationally defined social protection floors are important means of achieving SDG 1.3 and contributing to the achievement of the employment, gender equality, social inclusion and health objectives of the 2030 Agenda on the eradication of extreme poverty. Low-income countries and the least developed countries would greatly benefit from such investment, yet they face the largest budgetary and external finance constraints that could only be overcome with the support of temporary financial and technical assistance. Development cooperation can support the establishment of nationally defined social protection floor systems, with a financing profile that takes into consideration the initial needs and the subsequent capacity of the system of self-financing, given the potential overall developmental impact of such investment.
- **64.** Global trends in social protection show significant progress over time. Contrary to the situation that existed several decades ago, today there is practically no country where at least a set of basic measures in social protection have not been implemented. But the current situation is far from optimal. The ILO monitoring system on social protection, based on the

²⁹ ILO (2014b).

³⁰ ILO (2012a), the Social Protection Floors Recommendation, 2012 (No. 202), guides the Organization's work on the horizontal dimension, and ILO (1952) the Social Security (Minimum Standards) Convention, 1952 (No. 102), does so for the vertical dimension.

ILO World Social Protection Database (ILO/WSPDB), indicates that approximately 73 per cent of the world's population does not have access to comprehensive social protection.

- 65. Recent trends are very encouraging but also challenging. Many countries, including some large developing nations in Africa, Latin America and Asia, have progressed by extending social protection programmes, both contributory and no-contributory. Estimates based on the ILO's WSPDB for 2016 indicates that, in average, around 64 per cent of the world population has access to at least one component of the social protection system. While this is good news, in many countries only few components of the social protection floor are in place, and in some cases, such programmes are targeted to a limited portion of the population, with benefit rates tending to be low.
- **66.** The ILO supports capacity building and provides technical advisory services based on national tripartite consultations to tailor interventions to national circumstances.

It is based on a three step approach:

- Assessment Based National Dialogue: needs are assessed based on consultation with tripartite constituents and other partners from civil society on recommendations for an action plan.
- Design or reform social protection scheme: technical advisory services and capacity building regarding costing, financing, institutional set-up, legal frameworks and broader policy coherence is provided in line with ILO standards.
- Improve operations: the ILO also facilitates implementing floors through enhancing administrative and financial governance capacities, and pilot-testing of delivery mechanisms.
- **67.** The ILO collaborates closely in inter-agency coordinating mechanisms such as the Social Protection Inter-Agency Cooperation Board and in UN Country Teams. The ILO flagship programme on Building Social Protection Floors for All, launched in early 2016, aims to provide the Office with a coherent structure through which to mobilize and channel resources for universal social protection.³¹ The ILO and the World Bank also launched the Global

³¹ GB.328/POL/1, Outcome 3: Creating and extending social protection floors (including the flagship programme). http://www.ilo.org/wcmsp5/groups/public/---ed_norm/--- relconf/documents/meetingdocument/wcms 531623.pdf

Partnership for Universal Social Protection in September 2016, joining forces with many other dedicated development partners.³²

- 68. The objective of creating and extending national social protection floors can only be achieved through the joint efforts of the United Nations Agencies, at different levels. "Working as One" to promote social protection floors is an important initiative of the UNDG and the ILO³³ that mobilizes the support of UN agencies and development partners in the "One UN" SPF-I teams to design and implement social protection systems and floors, though national dialogue. Since 2009, social protection systems, including floors, have been designed "As One" in many countries in the Asia, Latin America and Africa regions. Joint work on social protection issues with other United Nations agencies in countries such as Cape Verde and Mozambique is noteworthy. A concrete example of the ILO's interest in such joint work is the call from the UNDG Chair, Helen Clark, and ILO Director General, Guy Ryder, requesting all UN Resident Coordinators and UN Country Teams to consider a number of specific steps to advance the work on social protection.
- **69.** In addition, some developing countries have bilateral cooperation initiatives on social protection, and the ILO and the United Nations' Special Unit for South-South Cooperation have facilitated peer-to-peer learning in this area,³⁵ and large events like the China High Level South-South event to achieve the SDGs on Universal Social Protection and SPFs in 2016.³⁶
- **70.** ILO and the World Bank co-lead the Social Protection Inter-agency Board (SPIAC-B).³⁷ The ILO and the World Bank have also brought together relevant global, regional and bilateral development institutions, though a Global Partnership on Universal Social Protection,³⁸ and have produced aides and guides. Additionally, ILO has organized the Global Business Network for Social Protection Floors, and is active in other such as the civil society Global Coalition for the Social Protection Floors.

³² WB and ILO (2016).

³³ Since 2009, UN country teams have been working together to implement SPFs as a crisis response initiative (http://archive.undg.org/wp-content/uploads/2015/04/SPF-I_2015.pdf) guidelines issued by the UNDG, as well a call to all UN country teams in 2014 by the UNDG Chair and ILO Director General (http://www.social-protection.org/gimi/gess/RessourcePDF.action?ressource.ressourceId=44138).

³⁴ ILO, WPF and UNICEF (2015).

³⁵ In particular, the South-South Cooperation Initiative is bringing social protection experts from the South to assist Benin. Burkina Faso, Cambodia, Lao Peoples Democratic Republic and Togo (information at http://ssc.undp.org/content/ssc/un entities space/ILO/programmes.html).

³⁶ Held in Beijing last 6-8 September 2016 (see http://www.social-protection.org/gimi/gess/Beijing.action?id=33)

³⁷ The Social Protection Inter-Agency Cooperation Board (SPIAC-B), co-chaired by the ILO and the World Bank, was created by the G20. See http://www.ilo.org/newyork/issues-at-work/social-protection/social-protection-inter-agency-cooperation-board/lang--en/index.htm.

³⁸ See http://www.social-protection.org/gimi/gess/NewYork.action?id=34

Promoting a global employment strategy for universal health care

- **71.** SDG 3.8 commits UN members to the achievement of universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all. SDG 3.c on the implementation of the health goals also commits States to substantially increase health financing and the recruitment, development, training and retention of the health workforce in developing countries, especially in least developed countries and small island developing States.
- 72. The ILO has worked closely with the World Health Organization (WHO) and the Organisation for Economic Co-operation and Development (OECD) in support of the Report of the High-Level Commission on Health Employment and Economic Growth.³⁹ The report found that around one quarter of economic growth between 2000 and 2011 in low- and middle-income countries resulted from improvements to health. Investments in the health system have multiplier effects that enhance inclusive economic growth and poverty reduction, including via the creation of decent jobs. Currently the world faces a global shortage of health workers. At the top of its ten-point list of recommendations, the Commission urged governments to "[s]timulate investments in creating decent health sector jobs, particularly for women and youth, with the right skills, in the right numbers and in the right places". On 14-15 December 2016, the ILO, the WHO and the OECD hosted a High-Level Ministerial Meeting on Health Employment and Economic Growth to launch a fiveyear action plan on the implementation of the Commission's recommendations. The ILO will also hold a Tripartite Meeting on Improving Employment and Working Conditions in Health Services (24–28 April 2017). The aim is to develop decent work strategies that effectively address health workforce shortages, as a prerequisite to enable provision of equal access to health care for all in need.
- **73.** Estimates of the global health workforce vary according to the occupations or workers that are counted. A total of 43.5 million health workers were directly employed in the health sector in 2013, with over 200 million workers estimated to be contributing to the health and social sectors globally (including unpaid personal care workers, private sector providers, cleaners and caterers). An ILO report presents evidence that a large invisible global workforce of 57 million unpaid workers fills in for the huge shortages of skilled health

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³⁹ ILO, OECD and WHO (2016).

workers.⁴⁰ Most of them are women who have given up employment to provide care, for example to older family members. Ageing over the next 15 years to 2030 is expected to increase employment needs in the global health supply chain by 84 million jobs, mainly in lower-middle- and low-income countries of Africa and Asia.

74. Finance for universal health care depends on the legal underpinning of systems that ensure that treatment is available when people need it. It forms a key element of social protection. Nearly four-tenths (38.9 per cent) of the world's population are without any form of legally mandated health coverage.⁴¹

Achieving gender equality at work

- 75. Women are over-represented in the types of work most likely to yield poverty level incomes own-account and unpaid family work in agriculture and informal services. Achieving SDG 5 on gender equality and the empowerment of all women and girls will require decisive action across a range of issues that impede gender equality at work. Over the last two decades, women's significant progress in educational achievements has not translated into a comparable improvement in their position at work. In many regions in the world, in comparison to men, women are more likely to become and remain unemployed, have fewer chances to participate in the labour force and, when they do, often have to accept lower quality jobs.⁴²
- **76.** Progress in surmounting these obstacles has been slow and is limited to a few regions across the world. Even in many of those countries where gaps in labour force participation and employment have narrowed and where women are shifting away from contributing family work and moving to the services sector, the quality of women's jobs remains a concern.⁴³
- 77. More jobs and quality jobs for women, universal social protection and measures to recognize, reduce and redistribute unpaid care and household work are indispensable to delivering on the new transformative sustainable development agenda. Tackling the root causes of unequal opportunities requires addressing discrimination and sectoral and occupational segregation and encouraging young girls and boys to break gender stereotypes through education and outreach and offering training to women and men to enter into non-stereotypical fields. It also requires patterns of growth that do not crowd women in the least

⁴⁰ Scheil-Adlung (2016).

⁴¹ ILO (2014c).

⁴² ILO (2016g).

⁴³ Verick and Dasgupta (2016).

⁴⁴ ILO (2016g).

protected sections of the labour market. Promoting women's entrepreneurship and supporting women's participation and leadership in decision-making, including in governments and employers' and workers' organizations, are important means of breaking down barriers to advancement.

- **78.** To close the gender wage gap, it is essential that unequal treatment of men and women in the labour market be eliminated by addressing the underlying causes. Promoting equal pay for work of equal value through wage transparency, training and gender-neutral job evaluation methods together with supporting adequate and inclusive minimum wages and strengthening collective bargaining are key mechanisms.
- 79. To overcome the motherhood wage gap, attitudes towards unpaid care work need to change and good quality part-time work and limits on long paid hours and overwork must be promoted. A comprehensive framework for the harmonization of work and family responsibilities and an end to discrimination at work are vital to advancing women's empowerment. Key components of such a framework are maternity protection to all women; social protection systems that reduce and redistribute unpaid care work; a basic infrastructure, in particular in rural areas; parental leave; quality early childhood care and education; quality jobs in the care economy, including domestic and migrant workers. These are issues that are integral to the ILO's Women at Work Centenary Initiative. In addition, decent work cannot exist in a climate of violence and harassment. Violence against women is a particular concern, as set out in Goal 5.2. The ILO is addressing this issue in the context of a standard-setting discussion on violence and harassment against women and men in the world of work, with a first Conference discussion in 2018.

Creating decent work through industrialization

80. Industrial employment plays a key role in lifting economic performance, as is stressed in SDG 9 on building resilient infrastructure, promoting inclusive and sustainable industrialization and fostering innovation. SDG 9.2 aims at significantly raising industry's share of employment and gross domestic product, by 2030, in line with national circumstances, and doubling its share in least developed countries. For industrialization to drive poverty-reducing growth, the jobs it creates directly and indirectly need to be decent.

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⁴⁵ ILO (2016g).

International labour standards provide a platform for improving productivity and working conditions.⁴⁶

- **81.** The ILO estimates that in 2016 21.5 per cent of the global workforce was employed in mining, manufacturing and public utilities (electricity, gas and water). The share of industry has been declining in recent years in higher-income countries towards one fifth and increasing in middle-income countries towards a similar or higher share. The share of employment in industry in lower-income countries is stagnant at just over 8 per cent.
- **82.** Manufacturing is a high-productivity sector with backward linkages to raw material extraction and processing and forward linkages to many service sectors. ⁴⁷ Economies of scale are important in many manufacturing industries, making access to large markets through trade a significant engine of growth. ⁴⁸ The technologies embedded in its capital equipment also often require global investors. Access to the global supply chains that are increasingly dominating world trade is critical. ⁴⁹ While manufacturing output continues to rise in many countries, the employment intensity of the sector is falling but skill levels rising. Increased manufacturing output can create many jobs in construction, services, notably transport and finance, and other industries.
- 83. For many countries, the first step on the ladder of manufacturing industry development is an export-oriented garment sector. For its predominantly young female workforce, often recruited from poor rural villages, the industry offers the potential of an escape from poverty and maltreatment. Yet, the experience of many garment workers is far from this promise. Improving working conditions in the garment industry and making the sector more competitive are the objectives of the Better Work programme of the World Bank's International Finance Corporation and the ILO. Factory-level evidence from a major recent assessment across participating countries by Tufts University shows that the programme is having a significant and positive impact on working conditions and therefore can address simultaneously many of SDG goals (see box 1). This includes reducing the prevalence of abusive workplace practices, increasing pay and reducing excessive working hours, and creating positive effects outside the factory for workers and their families. These outcomes occur while increasing the competitiveness of firms.⁵⁰

⁴⁶ A recent addition to the ILO's support programmes is the Vision Zero Fund, which strives to drive down work-related fatalities and severe injuries and diseases in sectors connected to global supply chains: http://www.ilo.org/safework/projects/WCMS 517539/lang--en/index.htm.

⁴⁷ Salazar-Xirinachs et al. (2014).

⁴⁸ ILO (2016h).

⁴⁹ ILO (2016i).

⁵⁰ ILO (2016i).

Box 1: Better Work and SDGs

A partnership between the United Nations' International Labour Organization (ILO) and the International Finance Corporation (IFC), a member of the World Bank Group, Better Work mobilizes global brands, governments, factory owners and workers to improve garment factory working conditions, increase competitiveness and create a fairer, more prosperous world. Active in more than 1,300 factories across the world, the programme creates lasting, positive change, changing attitudes and behaviour through assessments, advisory services, training and research.

Since 2009 Better Work has been working to improve working conditions and promote competitiveness in global garment supply chains. As a result of their participation in Better Work, factories have steadily improved compliance with ILO core labour standards and national legislation covering compensation, contracts, occupational safety and health and working time. The aim of the programme goes beyond the strict impact on working conditions in the factories, providing its contribution also to the achievement of the Sustainable Development Goals (SDGs) of the Agenda for Sustainable Development 2030. Better Work strives to support high quality jobs in garment factories by encouraging dialogue between workers and managers to improve compliance with labour standards. Strengthening workers' voice, participation and ability to pay for basic household goods, support their children and save for the future further reinforces economic and social development in production countries.

Researchers assessed the Programme's impact toward the achievement of various goals included in the 2030 Agenda for Sustainable Development:

Impact on poverty (SDG 1) – The greatest opportunity available to people caught in a cycle of poverty is often to work in exchange for wages. An increase in labour earnings can therefore be central to reducing extreme poverty. Most workers in Better Work factories use their wages to support family members. By asking workers how the remitted money is used, the researchers were able to confirm that wages play an important role in improving the wellbeing of families.

Impact on hunger (SDG 2) - researchers asked workers how often they experienced severe hunger, identifying diverse trends according to the particular context in each country. In Nicaragua, hunger emerges as a significant issue, with 24 per cent of workers reporting being hungry most or all the time at the outset of the programme. There is evidence that Better Work Nicaragua has a direct effect in diminishing extreme hunger in the months after the second Better Work compliance assessment. There is also strong evidence of Better Work alleviating worker hunger in Jordan. Worker reports of extreme hunger decrease consistently over time, indicating that the programme's impact is sustained and continues after each compliance assessment and advisory cycle.

Impact on health and wellbeing (SDG 3) - In the garment sector the majority of workers in the factories are women. Better Work programmes in Haiti, Jordan, and Vietnam have all helped to expand access to pregnancy-related healthcare (See also SDG 5 below). Furthermore, workers in factories enrolled in

Better Work Haiti reported suffering less often from headaches, fatigue and thirst while at work, relative to earlier years. Additionally, where parents (particularly mothers) achieved better working hours and pay, their children's health also improved. In Vietnam, Better Work has significantly reduced excessive hours and increased pay (particularly for women) by ensuring compliance with minimum wage regulations, which has had a positive indirect effect on child health.

Impact on gender equality (SDG 5) - Better Work has contributed, and will continue to contribute, towards ending forms of discrimination towards women and ensuring equal opportunities for leadership by reducing the pay gap, promoting fair wage structures and incentives at work, and increasing women's opportunities for promotion on the factory floor. Since the programme's establishment, factories in Haiti, Nicaragua and Vietnam have seen a substantial reduction in the gender pay gap due to their participation in the programme. By providing training and advisory services targeted at curbing verbal abuse and sexual harassment, we have reduced violence against women.

- **84.** A key part of development strategies for industry and trade is skill development. Access to a skilled labour force makes it easier for firms to access new markets abroad, to survive and thrive in the domestic market and to adjust to changing conditions in global markets. The ILO's skills strategy aims to engender a virtuous circle in which improving the quality and availability of education and training for women and men fuels the innovation, investment, technological change, enterprise development, economic diversification and competitiveness that economies need to accelerate the creation of more but also better jobs and thereby improve social cohesion. One of the technical assistance tools offered by the ILO focusses on Skills for Trade and Economic Diversification. It aims through a process of analysis and dialogue to help governments, employers and unions identify and meet the skills needs of sectors with export potential.⁵¹
- **85.** Another policy priority is strengthening the capacity attract FDI (in particular to LDCs) and better align FDI with national development priorities as a way to eradicate poverty and contribute to the SDGs.
- **86.** The Inter-sessional progress report on implementation of the Istanbul Programme of Action for the LDCs recommends the creation of an inter-agency technical committee to advise further on how best to follow-up on its recommendations and enhance the effectiveness of

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⁵¹ ILO (2012b): *Skills for Trade and Economic Diversification: A Practical Guide*, 2012 http://www.ilo.org/wcmsp5/groups/public/---ed emp/---ifp skills/documents/publication/wcms 534303.pdf.

UN support. Standing members of the technical committee will be the representatives of the following UN agencies and entities: ILO, UNCTAD, UNDP, UNEP, UNIDO, UNOHRLLS, UNWTO, the World Bank Group, the Enhanced Integrated Framework, and other interested agencies and entities which will be welcome to join at any point in time.⁵²

- **87.** The ILO Tripartite Declaration of Principles concerning Multinational enterprises and social policy was revised by the ILO tripartite constituents in March 2017 to directly link this tripartite instrument to the decent-work related SDGs. Subsections related to government and private sector action on employment promotion, wages, social security, occupational safety and health, transition from informal to formal economy, elimination of child labour and forced labour were strengthened.⁵³
- **88.** Looking ahead the ILO will continue to work with partners such as the United Nations Industrial Development Organization (UNIDO), the United Nations Conference on Trade and Development (UNCTAD), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Bank and the World Trade Organization (WTO) to support countries, especially the least developed, to grasp the synergies that the creation of decent jobs in export-oriented manufacturing has to drive forward the 2030 Agenda.

Ensuring decent work for seafarers and fishers to secure sustainable use of oceans

- **89.** Some 1.2 million seafarers work on internationally trading merchant ships and over a million more in large-scale offshore fishing. It is estimated that there are over 15 million small-scale sea fishers operating informally, mainly in the coastal waters off developing countries. Most merchant shipping provide acceptable, often good, conditions. However, seafaring remains the world's most dangerous occupation. It is also highly international, with workers coming from many countries and sailing between ports in many countries. A continuing problem is seafarers being discharged or abandoned without receiving their full pay in faraway ports.
- **90.** Countering the risk of risk of abusive working conditions at sea is the main focus of the ILO's Maritime Labour Convention, 2006. It sets minimum requirements for seafarers' work, with provisions on conditions of employment, hours of work and rest, accommodation, recreational facilities, food and catering, health protection, medical care, welfare and social security protection. It applies to all ships, whether publicly or privately owned, that are ordinarily engaged in commercial activities, other than ships engaged in fishing.

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⁵² See CEB/2017/HLCP33/CRP5.

⁵³ http://www.ilo.org/empent/Publications/WCMS 094386/lang--en/index.htm

- 91. Fishing involves long hours and strenuous activity in an often challenging marine environment. The conditions of migrant workers employed in the fishing industry is a particular concern, with alarming evidence of forced labour or modern slavery practices in some fisheries. Oceans, along with coastal and marine resources, also play an essential role for people living in coastal communities. They contribute to social and economic development through employment and income creation, for example through fishing and tourism activities. Sustainable management of natural resources, ecosystems, aquaculture and tourism is central to increasing social and economic development worldwide, and particularly of small island developing States and least developed countries. The Work in Fishing Convention, 2007 (No. 188), aims to ensure that fishers have decent conditions of work that meet minimum requirements, for example accommodation and food, occupational safety and health, medical care and social security.
- **92.** A vital mechanism for realizing SDG 14 is the implementation of international law as reflected in the United Nations Convention on the Law of the Sea, on which the Maritime Labour Convention and the Work in Fishing Convention are also built.⁵⁴ It sets out the legal framework for all activities in the oceans and seas, including the duties and obligations of a flag State with regard to labour conditions, crewing and social matters. Preventing exploitation of seafarers and fishers and the despoliation of marine resources are interlinked challenges for sustainable development.⁵⁵

Box 2: Green Jobs and Partnership for Action on Green Economy (PAGE)

Climate change and the misuse of natural resources are already profoundly affecting economies, enterprises, workers and society as a whole showing the global interconnectedness of the environmental sustainability, poverty reduction and inclusiveness of development.

The growth model of the past few decades has been inefficient, not only economically, but also from an environmental, employment and social perspective. It overuses natural resources, it is

⁵⁴ The ILO participates in the inter-agency mechanism UN-OCEANS, which promotes coordination and coherence of UN system activities related to ocean and coastal areas.

⁵⁵ Couper, et al. (2015).

environmentally unsustainable and it has failed to meet the aspirations of a large proportion of society seeking productive, decent work and dignified lives.

A transition to a green economy is necessary for sustainable development and "Green Jobs" are central to sustainable development, as they respond to the global challenges of environmental protection, economic development and social inclusion. By engaging governments, workers and employers as active agents of change, the ILO promotes the greening of enterprises, workplace practices and the labour market as a whole. These efforts create decent employment opportunities, enhance resource efficiency and build low-carbon sustainable societies.

The Partnership for Action on Green Economy (PAGE) brings together five UN agencies – UN Environment, International Labour Organization, UN Development Programme, UN Industrial Development Organization, and UN Institute for Training and Research – whose combined mandates, expertise and networks can offer integrated and holistic support to countries on environmentally sustainable and socially inclusive green economies, ensuring coherence and avoiding duplication.

PAGE represents a mechanism to coordinate UN action on green economy and to assist countries in achieving and monitoring the emerging Sustainable Development Goals.⁵⁶

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⁵⁶ See the PAGE http://www.un-page.org/home and the ILO's Green Jobs Programme http://www.ilo.org/global/topics/green-jobs/lang--en/index.htm websites.

Annex: The Report of the High-Level Session of the ILO's Governing Body⁵⁷

INTERNATIONAL LABOUR OFFICE

Governing Body

329th Session, Geneva, 9-24 March 2017



Institutional Section INS

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NINETEENTH ITEM ON THE AGENDA

Report of the Working Party on the Social Dimension of Globalization

Report of the Chairperson of the Working Party

1. The High-Level Section of the Governing Body met as the Working Party on the Social Dimension of Globalization on the morning of Monday, 20 March 2017. I chaired the meeting, and my fellow Officers, Mr Rønnest and Mr Cortebeeck, Employer and Worker Vice-Chairpersons of the Governing Body, respectively, spoke for their groups. The Working Party had before it a document ⁵⁸ that outlined ways in which the pursuit of decent work would support countries to achieve the Sustainable Development Goals (SDGs), in particular those that will be discussed at the July 2017 meeting of the High-level Political Forum (HLPF) of the United Nations (UN) Economic and Social Council (ECOSOC): SDG 1 (poverty); 2 (hunger); 3 (health); 5 (gender); 9 (industrialization); and 14 (oceans).

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⁵⁷ Part III of this paper reproduces the report of the Chair of the High-Level Section of the Governing Body the 328th Session of the ILO Governing Body in March 2017

⁵⁸ GB.329/HL/1.

- ILO constituents were also asked to provide recommendations on specific areas for the Office to highlight in its contribution to the HLPF, which will gather this year under the main theme of "Eradicating poverty and promoting prosperity in a changing world".
- 2. Meeting as the Working Party permitted the invitation of a guest speaker and the participation of non-Governing Body member States, UN agencies and other invited organizations in the discussion. The Working Party was honoured by the presence of His Excellency, Frederick Makamure Shava, Ambassador of Zimbabwe to the United Nations, New York, and current President of ECOSOC, who addressed the sitting.
- 3. In this summary report, I highlight the main issues raised and recommendations made, which the Governing Body and the Office will wish to take into account in its contribution to the 2017 meeting of the HLPF. These do not represent a consensus, but many points mentioned were widely shared.
- 4. Ambassador Shava stressed that the ILO had an important oversight role for ensuring the full respect for the fundamental principles and rights at work in the implementation of the 2030 Agenda for Sustainable Development (2030 Agenda). He noted the role of the annual meeting of the HLPF organized by ECOSOC as the central platform for the Agenda's follow-up and review as well as the apex at which the national, regional and thematic review processes converge. The first quadrennial meeting of the HLPF under the auspices of the UN General Assembly to review all 17 Goals will take place in 2019, which also marks the review year for SDG 8 on promoting sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all, and coincides with the ILO's centenary.
- **5.** The ILO is formally requested to provide input to the HLPF every year. The tripartite nature of the Working Party discussion provided a unique perspective and would serve as useful input. He highlighted six critical areas of the 2030 Agenda where the ILO would make key contributions: (1) supporting the success of the Agenda's integrated approach to

the SDGs by recognizing and promoting the decent work dimensions, impacts, and connections, within and among all SDGs; (2) strengthening statistical data and capacities of countries in the area of labour statistics and seeking partnerships to facilitate statistical work; (3) helping to address the great needs of countries in special situations, such as least developed countries, landlocked developing countries and Small Island Developing States to ensure that the call to "leave no one behind" was realized; (4) achieving transformational change through ILO actions that address informality, including promotion of the ILO Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204), which would boost resource mobilization and countries' fiscal space; (5) forging both financial and non-financial cross-sectoral partnerships, to leverage expertise and unlock increased resources to finance the SDGs; and (6) strengthening national institutions through capacity building for the social partners at national level. As decent work features so prominently in the 2030 Agenda, ECOSOC and the ILO Governing Body have a common responsibility to examine its implementation, follow-up and review.

- 6. In the ensuing discussion, speakers agreed about the central role of the Decent Work Agenda for achieving the integrated SDGs, and there was general endorsement for the areas of ILO support to those SDGs under review at the 2017 HLPF as described in the document. The relevance of the International Labour Conference 2016 resolution on Advancing Social Justice through Decent Work and its emphasis on an integrated approach to decent work, seeking policy coherence, partnerships and the value of social dialogue to building peaceful, inclusive societies was clear.
- 7. Many speakers highlighted the fundamental role of economic growth, employment creation and reducing inequality to addressing poverty, and the clear mandate of the ILO to address this through it standard-setting function, integrated policy approaches and technical support across the four pillars of the Decent Work Agenda. While SDG 8 was the principal focus, the links between promoting decent work and achievement of the social and economic Goals and targets of the 2030 Agenda were evident. Establishing an enabling

environment for the creation of sustainable enterprises and encouraging private sector investment for the creation of decent and productive jobs were among the key elements for eliminating poverty. Skills training and apprenticeship schemes also had a significant role to play.

- **8.** The reduction of inequality in all of its forms was also a critical policy goal for countries to achieve the SDGs. Many Government representatives highlighted the efforts being undertaken in their countries to increase minimum wages, strengthen industry-wide collective bargaining and promote gender equality, including closing the gender pay gap. Several speakers called on the ILO to focus on child labour in its report to the HLPF.
- **9.** It was underlined that SDG 8 had not incorporated all of the fundamental principles and rights at work. More emphasis should be given to freedom of association and collective bargaining. The ILO would need to stress the importance of these enabling rights to reducing poverty and fostering sustainable societies in its contribution to the HLPF.

Reducing informality

10. The informal economy clearly poses great challenges to the achievement of the SDGs. The importance of formalization of the informal economy was cited by the majority of speakers as essential to achieving the poverty reduction called for in SDG 1, and the role of the ILO in assisting countries in these efforts was reiterated. Support to small and medium-sized enterprises and cooperatives were important aspects of this assistance. Statistics and research on informality were areas where the ILO also had much to contribute. ILO Recommendation No. 204 and its plan of action were important policy frameworks for joint action with other UN agencies and multi-stakeholder partnerships. Closely linked to the problems of informality was the promotion of decent work in the rural economy, particularly in Africa where decent work deficits in agriculture and the rural sector were acute. There was also, however, great potential for raising productivity in rural economies

and creating formal employment through the development of agriculture and rural industries. Support for rural workers to enjoy their rights must be an important aspect of this.

Supporting industrialization

11. The opportunity to highlight the ILO's role in industrialization and industrial policy in relation to SDG 9 on building resilient infrastructure and promoting inclusive and sustainable industrialization and fostering innovation was welcomed by the tripartite constituents. The importance of industrial policies in achieving structural transformations and in particular increasing decent work through more productive, and higher value-added manufacturing and agriculture was acknowledged. The Employer spokesperson stressed that governments should create the conditions that enable businesses to operate productively, whereas the Worker spokesperson emphasized the role of collective bargaining to ensure that high value-added activities contribute to reducing poverty.

Extending social protection floors

12. The extension of social protection floors was viewed as critical for eliminating both extreme and working poverty, reducing hunger and improving access to health services and the situation of women and marginalized groups, including migrants and young people. This would help ensure that the call to "leave no one behind" in the 2030 Agenda could be realized. Progressively extending social protection to the informal economy as recommended in the ILO Social Protection Floors Recommendation, 2012 (No. 202), was a step in the right direction. Government representatives highlighted the numerous national efforts under way to increase social protection as part of their poverty reduction efforts. Social protection, along with labour-intensive employment creation programmes, also had a significant role to play in reducing fragility and the transition from conflict to peace. However, nationally defined social protection floors must take national capacity, fiscal

space and sustainability of the systems into consideration. Social protection expenditure should also be seen as an investment in building and expanding productive capacities. The Global Partnership for Universal Social Protection, which includes the World Bank, was considered as a positive example of policy coherence.

Achieving gender equality

13. The majority of speakers referred to the importance of achieving gender equality to reducing poverty and achieving not only SDG 5 on achieving gender equality and empowering all women and girls, but all SDGs. The cross-cutting nature of this principle and the need to mainstream it across all SDGs was stressed. It was suggested that the outcome of the ILO Meeting of Experts on Non-Standard Forms of Employment be reflected in the contribution to the HLPF, as women are overrepresented in own-account, unpaid family and informal and precarious jobs and abuse of non-standard contracts had a detrimental impact on social stability. The need for data on gender employment gaps was also highlighted.

Integrated approach to the SDGs

14. Many interventions highlighted the need to overcome silos and addressing the SDGs in an integrated manner. According to the Director-General, in the context of the ILO there were at least four operational dimensions to the integrated approach: first, the need to assess the role of the decent work contribution across all SDGs; second, the integration, collaboration and coherence among UN entities in delivering integrated support on the implementation of the 2030 Agenda; third, the integration of the tripartite constituents (ministries of labour and workers' and employers' representatives) in the implementation, monitoring and follow-up of the 2030 Agenda at national level; and fourth, the integration between the international norms, policies and strategies and national development plans. In this respect,

there will be great scope for learning from the 44 voluntary national reviews scheduled to be presented in the HLPF this year.

Improving data and statistics

15. Several delegations emphasized the need to invest heavily in the area of data and labour statistics. The ILO is the custodian of 13 indicators included in the SDG indicators framework adopted by the UN Statistical Commission and is expected to report to the global community on the progress in the SDGs' implementation. Likewise, it is fundamental to support member States in building and improving their national statistical capacity.

Pursuing partnerships

16. The importance of partnerships at the national and international levels was also highlighted. A number of speakers requested that the ILO pay particular attention to South–South and triangular cooperation. References were made to Alliance 8.7 to eradicate forced labour, modern slavery, human trafficking and child labour; the Global Partnership for Universal Social Protection; and the work of the Social Protection Interagency Cooperation Board. The outcomes of the High-Level Commission on Health Employment and Economic Growth and its work in the areas of youth employment and skills were also commended. It was underlined that further efforts were needed to guarantee the integrated nature of the Decent Work Agenda including further emphasis on freedom of association and collective bargaining in the pursuit of partnerships. The ILO unique tripartite structure had the potential to leverage substantially the impact of partnerships.

Strengthening institutions and building capacities

17. Priority should be given to building strong institutions including ministries of labour, workers' and employers' organizations as well as to strengthening labour market institutions and policies such as collective bargaining, wage-setting mechanisms and employment regulations. Likewise, the realization of the double objective of eradicating poverty and promoting prosperity in a changing world is only possible if an enabling environment of business, investment, sustainable enterprise and job creation is built.

Looking ahead

18. As emphasized by the ILO Director-General, the world of work in 2030 would be significantly different from what it looks like today. In supporting the implementation of the SDGs, it is important to factor in the structural transformations in the world of work and explore the mutual interactions between the ILO's Future of Work Initiative and the 2030 Agenda.

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