

**Decent Work in donor country
development cooperation policy
country overview**

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Trade Union Development Cooperation Network (TUDCN) is an initiative of the International Trade Union Confederation that brings together affiliated trade union organisations, the solidarity support organisations (SSO), the representatives of the ITUC regional organisations and the Global Union Federations (GUFs). The network's objective is to bring the trade union perspective into the international development policy debates and improve the coordination and effectiveness of trade union development cooperation activities.



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Introduction

The aim of this mapping exercise is to describe the extent to which the ILO's Decent Work Agenda (DWA) and related issues are integrated into the development policy of donor countries. The scope of the exercise is limited to the concern of trade unions to integrate the concept of decent work into the practice of donor Government development cooperation, extending its application according to the ILO's vision and how it is subscribed at a political level in the most relevant international development fora.

In order to have a general overview of development policy and their implementation, we have provided a summary description of each donor country and the European Union. This description includes the responsibilities of the respective institutions, and their main fields of operation: bilateral and multilateral cooperation, development finance institutions where available, and the involvement of private and civil society partners. The information has been selected for its possible direct relevance to the application of decent work criteria. An exhaustive study would include a screening of the cooperation interventions, which was beyond the possibilities of this exercise. In the end, we tried to summarise, in conclusive terms, the key common characteristics of how decent work is currently related to development policy.

The main sources used were available on the websites and publications of the respective government institutions, the ILO and OECD, and the response of trade unions who were invited by questionnaire to assess the development policies of their respective governments. Other background sources are mentioned at the end. The open format in which the results are presented avoids excessive simplification, as the societal and administrative background of each country has to be taken into account, and it allows for further completion by the organisations involved, on the basis of their detailed knowledge and experience with the respective policies and their implementation.

This document presents the first results of the study and will be continuously updated to keep up with the changing policies of the donor countries. The updated versions will be published on a regular basis on the website of the Trade Union Development Cooperation Network.

Austria

General overview

The current Austrian Development policy is based on the 2002 development cooperation Act which is delivered through three yearly consecutive programmes currently 2009–11. None of which mention decent work, neither is it specified under poverty reduction, one of the main policy objectives.

Although the overseas development assistance (ODA) budget has been reduced in the past year, its proportion of GNI remains the same at 0.37%. Recently the coordination and synergy between different government policies has improved. The Ministry of Labour, along with several other ministries, has a representative on the supervisory board for development policy.

The Austrian Development Agency (ADA), set up in 2004, is the responsible agency for implementing the Austrian development policy, through its own initiatives, by funding other partners, and by participating in multilateral actions. The general website of the Ministry of Foreign Affairs doesn't mention decent work.

Bilateral cooperation

Bilateral cooperation concentrates on priority countries and regions, for which specific strategies are worked out. These are mainly countries in Africa, Nepal, Central America, Eastern Europe and the Caucasus. Thematically, gender and environment are cross cutting issues. Rural development, private sector development, and Development Education and Awareness Raising (DEAR) are underlined as important intervention domains.

Austrian states and municipalities have their own cooperation initiatives, and these are included in the development policy. The policy lines of different states do not mention decent work either.

Multilateral cooperation

Austria focuses its multilateral cooperation on the UN where it concentrates on the reform of economic and environmental sectors through earmarking contributions according to its own priorities but the ILO is not mentioned. Its collaboration with the International Finance Institutions focuses on water, energy and environment. 17% of the Austrian ODA goes to the EU, in areas related to its own priorities e.g. energy, water, environment, peace and security.

In the 2005–2009 Austria was ranked 25th on the ILO donor list, based on its regular budget contribution and its extra budgetary resources for technical cooperation (XBTC) where it ranked 24th. It did not provide any Regular Budget Supplementary Account (RBSA) contributions for that period.¹ No partnership agreement has been signed in 2010. The Ministry of Labour, Social Affairs and Consumer protection is in charge of relations with the ILO.

Development Financing Institutions

OeEB, the official Development Bank of Austria, is a private institute mandated by the Austrian government as a development financing institution. It supports with long term financing, private sector projects which have a sustainable impact on regional development. The aim of sustainable development includes poverty reduction and employment creation and OeEB assistance is not limited to Austrian customers.

¹ The figures on ILO donor ranking in all of the document are from Pardev, the Partnership and Development Cooperation Department of ILO: <http://www.ilo.org/public/english/bureau/pardev/development/donors.htm>

All projects have to respect social, environmental and labour standards, and are monitored on these conditions once a year. The social and labour standards refer to the ILO's core conventions, OECD guidelines for multinationals, World Bank standards that refer in labour terms only to safety and health, Global Compact criteria which are limited to core labour standards and European Development Finance Institution guidelines where environmental, social and corporate governance standards (ESG) in labour issues are limited to core labour standards. There is no mention of relationships with Austrian social partners.

Civil Society Organisations involvement

In the 2009–2011 policy programme list, no decent work projects are mentioned, nor is the issue as such. Some actions (particularly in the neighbourhood countries) focus on employment creation, and in some regions vocational training (under education) is worked upon.

NGO guidelines for 2009 mention trade unions as development partners in projects for Southern cooperation, on a 2–3 year basis. Austrian based NGOs can receive co-funding for one project per year, up to a maximum of 50% project funding in priority regions, others only up to 25%. There is no mention of decent work under thematic criteria for the projects. However, vocational training (under education), human rights education, promotion of democracy, and the promotion of social systems are considered, and the projects always have to build the capacity of the local partner.

Just 5% of NGO support goes to local NGOs in developing countries. The micro projects budget line is only available for those who have no other projects running. Lately, the traditionally large number of small projects has been reduced, paving the way for more comprehensive projects and programmes. The programme framework which is currently under revision offers more open contracts, for three years, with a higher co-funding rate, however they must be compatible with the government policy. Strengthening of local civil society is an accepted area of work.

In the EU-platform (coordination of Austrian NGO's) no trade unions are mentioned, but Weltumspannend Arbeiten, an Austrian labour NGO, is member.

Belgium

General overview

The Directorate General for Development Cooperation (DGDC) of the Belgian Ministry of Foreign Affairs, Foreign Trade and Development Cooperation is responsible for development cooperation policy. The regional governments are also setting their own policy priorities in development issues. The DGDC monitors the federal development policy which are set out in Indicative Programmes for 18 partner countries, most of them in Africa and except for Central Africa, it limits intervention to a maximum of two sectors per country.

The Belgian development budget reached 0.7% of Gross National Income in 2010. No decent work references were found in recent general policy documents, although input from one of the national trade union centres CSC, states a de facto inclusion of decent work as a general guiding principle and priority for Belgian policy. This inclusion was gained through the demands of trade unions and other civil society organisations more than two years ago.

Unions agree there are deficient operational terms for the application of decent work: no mention is made of its four pillars, and decent work is not recognised for its human rights potential, its contribution to sustainability or its strategic importance for poverty eradication. According to the unions, decent work is on the agenda for policy dialogue with civil society organisations and among social partners but there is poor coordination. Out of all the Decent Work Agenda issues, employment and social dialogue are mentioned most albeit with medium frequency, and social protection and labour standards are mentioned but to a lesser extent.²

Bilateral cooperation

The federal bilateral development policy is implemented through the Belgium Technical Cooperation Agency, BTC. Other actors can participate in implementation, through micro-projects which must be submitted through the Belgian Embassies in partner countries by local initiatives. These can be through projects and programmes of NGO's and Universities, and through delegated cooperation and fund pooling. There is no ILO cooperation or reference to it mentioned on the BTC website, and CSC assesses there to be no specific application of decent work within bilateral policies.

In the thematic list of priority issues, decent work is not mentioned, neither is it within their Millennium Development Goal (MDG) focused themes. The education heading mentions vocational training in collateral terms (it absorbed only 5.9% in 2009 of the budget for education) although it is considered one of Belgium's strengths. Contrary to the policy priority for basic education for all, following MDG 2, more than half of the education budget goes to higher education. This could be considered an example of policy divergence and lack of coherence due to the complex administrative structures.

The thematic heading of Consolidation of Society includes, among others items, trade union reinforcement, but again in the practical implementation it disappears. CSC states that participation of social partners is occasionally promoted in development cooperation initiatives.

Gender equality, related to decent work, is mainstreamed in all interventions, and underlines the economic empowerment of women.

Flanders concentrates on Southern Africa, and Morocco, mainly on employment and Small and Medium-Sized Enterprise promotion. Wallonia has 12 partner countries, and its priorities include CSO reinforcement and education and training.

² CSC- assessment as replied to the questionnaire.

Multilateral cooperation

In its multilateral policy Belgium collaborates with 21 international organisations, and has been actively promoting the Decent Work Agenda at UN bodies, International Finance Institutions, the Organisation for Economic Cooperation and Development and the European Union, but not at the World Trade Organisation. The ILO is not mentioned under the Ministry of Foreign Affairs' commitment to UN initiatives, but detailed information on the ILO is available in reports on multilateral cooperation. Belgium has been an active ILO partner, its donor contribution which ranked 10th in 2005–2009, has moved in recent years to fund specific technical cooperation regional programs in Africa on social economy, child labour and social dialogue, and on specific projects in Southern Africa, Morocco and Sri Lanka (from federal and regional level).

In 2009 their first ever contribution to the ILO's Regular Budget Supplementary Account (RBSA) ranked them in 8th position, and a 6.4 million dollar 2010 agreement pushed Belgium up to first position for the period 2010–2011.

Additionally, Flanders has set up its own trust fund with the ILO which provides yearly contributions.

Development Financing Institutions

The Belgian Investment Company for developing countries (BIO) was created in 2001 under a private/public partnership, aiming to support private sector initiatives. It offers long term financing for Small and Medium-sized Enterprises (60%) and micro finance initiatives (40%), and operates in about 60 countries. Following a general tendency for Development Financing Institutions, its capital and interventions are increasing.

All interventions are assessed on their development impact, which includes aspects of employment, respect for core labour standards, wages and other social compensations as well as health and security compliance. No reference to decent work was found, and no relations between BIO and social partners are mentioned.

The Belgian Corporation for International Investment (SBI-BMI), constituted by public and private funds since 1971, has been promoting foreign expansion of Belgian companies. It's a member of the European Development Finance Institutions (EDFI) and declares respect for sustainable development and corporate social responsibility, but no information is provided on the assessment of those criteria, nor their development impact.

The unions agree on the lack of decent work application in the development financing institutions.

Civil Society Organisation involvement

Projects and programmes by recognised NGOs, an exhaustive list which doesn't include trade unions, can be co-funded up to 75 or 85% by the development cooperation administration. Quite a number of these projects and programmes partially deal with decent work issues, as well as in Development Education and Awareness Raising (DEAR). The budget line for the Consolidation of Civil Society works on a three year programme, under a conflict prevention budget. In its priorities, neither trade unions or social dialogue are recognised.

There is a specific agreement between the main union confederations in Belgium and DGDC, to fund trade union development cooperation under three year programmes. These programmes subscribe to the Decent Work Agenda and concentrate mainly on capacity building of trade union counterparts in developing countries.

Canada

General overview

The political accountability for Canadian development policy is taken up by the Minister of Development Cooperation, who has responsibility for the rather autonomous development agency, the Canadian International Development Agency (CIDA). Depending on their respective competencies, other Ministries also have responsibility for development issues and CIDA coordinates all of this rather divergent action.

The most important budget lines other than those managed by CIDA are under the Ministry of Finance (World Bank relations) and the Ministry of Foreign Affairs and International Trade, which are in charge of political relations with international organisations and regional Development Finance Institutions. On the website of the latter no relevant information is provided on development cooperation, much less decent work.

The budget for development cooperation reached 0.30% of the Canadian Gross National Income in 2009, less than in previous years, although an increase of up to 5 billion USD was announced for March 2011. The Canadian sector and thematic priorities don't mention decent work and only a few issues can be indirectly linked to it. The sustainable economic growth strategy includes creating meaningful employment opportunities, and improving skills training, corporate social responsibility, and promoting Small and Medium-sized Enterprises. The democratic governance priority refers specifically to political democratisation, although civil society organisations are included as promoters of political democracy. Among cross cutting issues gender equality is the only general reference which is related to decent work. The human rights theme includes economic and social rights.

Bilateral policy

CIDA was set up in 1969, and it manages all of the bilateral cooperation, as well as the implementation by other business or civil society partners. Under the overall heading of the Millennium Development Goals, Canada gives priority to basic education intervention with 11% of the budget allocation. At present, Canada concentrates its direct bilateral cooperation on 20 priority countries. CIDA has established geographical programmes by countries (or sub regions) which guide all interventions. Most of the programmes, bilateral and regional, go to Africa. None of its own programmes or partner cooperation conditions refers to decent work.

Multilateral cooperation

CIDA manages the daily relationships with all of the international partners and institutions, and according to its own priorities, decides on participation in global programmes and projects with other donors. It has reduced the amount of earmarked co-funding and projects in favour of a more long term programmatic approach. The ILO is not mentioned on the list of international partners, although it might be included in the general UN heading. In the ILO donor ranking for 2005–09 Canada was ranked 13th, and for 2008–09 it gave no Regular Budgetary Supplementary Account (RBSA) contribution.

Development Financing Institutions

No information was found on a specific Canadian institution for development financing. Canada is a member of the four regional development banks, and contributes between 3 – 5 % of their funding to each of them. No reference was found for decent work issues related to Development Financing Institutions.

Civil Society Organisations involvement

CIDA manages multiple cooperation formulas for other Canadian partners, and includes in this the tendering for services contracted for its development interventions. Under the instrument for non solicited projects, all kinds of private organisations and companies can submit proposals for co-funding. These are assessed by their match with CIDA policy priorities, and conditions for aid effectiveness. The budget limit for such contributions is 5 million USD, and all grantees have to closely work with local partners in the receiving country.

The Canadian Council for International Cooperation (CCIC), a CSO platform was created in 1968, and has about 100 member organisations. It monitors all Canadian foreign policy, and is a recognised authority on these issues. The national trade union centre the Canadian Labour Congress, and several other unions, are part of the CCIC. In the strategic priorities for CCIC several elements directly relate to decent work, although the concept as such is not included e.g. gender equality in work and employment, corporate social responsibility, education, CSO strengthening – with explicit reference to trade unions and involvement in development policy. None of the current working groups focus on decent work.

The CLC runs a five year Labour and International Development Programme, co-funded by CIDA (2007–2012). This includes small and medium sized projects in selected countries in cooperation with local unions and labour NGOs. In 2003 the CLC-Congress created a specific HIV/Aids fund, which allows co-funding by other parties as well, to promote trade union involvement in dealing with HIV/Aids in the workplace.

Denmark

General overview

Danida, the Danish development agency responsible for policy implementation is integrated into the Ministry of Foreign Affairs. ILO relations are managed jointly with the Employment Ministry, whose expertise is recognised in labour related issues. According to the LO-FTF Council (which consists of the two national trade union centres, LO and FTF), the development policy is being reviewed.

The 2009 budget for development cooperation was 2,810 million USD, or 0.88% of GNI. Bilateral initiatives in 2009 absorbed 68% of the budget and a downward trend is noted for the part of ODA allocated to multilateral cooperation. Denmark shows a high level of participation in the Board and Council on Development Policy, set up within the Ministry of Foreign Affairs and social partners are represented in these institutions.

For the past two years, at the demand of the trade unions and other social organisations, decent work has been integrated as a general guiding principle in development cooperation policy, however it has no specific budget allocations. Decent work in development is also on the agenda for political dialogue with civil society organisations and between social partners.

Decent work is recognised as a preventive poverty eradication strategy, not applicable for direct interventions in poverty reduction. It is linked to human rights, but not to sustainability. There is no application of decent work in Development Education and Awareness Raising (DEAR) policy.

Bilateral policy

Danish bilateral cooperation concentrates on fifteen, mainly African, priority countries, except for the NGO co-funded projects, which can be run in other countries. Decent work is not explicitly dealt with as a thematic priority, although it does guide bilateral policy, implemented by the administration and civil society organisations. Indirectly decent work issues are often dealt with in business programmes too e.g. in four African countries and Vietnam.

Employment is meant to receive increasing importance, although the 2009 report doesn't pay specific attention to it, and labour markets and social partners are not mentioned in the countries that focus on employment. Core labour standards are not ratified by nine of the priority countries, but no attention is paid to this in the country strategies. Social partners are also not mentioned in the country strategies and the general approach to employment focuses on traditional sectors and energy.

Trade unions are involved in technical cooperation in the majority of countries, but there is not yet a really effective method for their participation. As assessed by the two national trade union centres' development organisation, LO-FTF, this divergence might be due to the absence of an integration of the decent work concept within development policy. Of the four decent work strategic objectives, implementation of employment programmes are mentioned the most, followed by core labour standards and social protection, with social dialogue and tripartism receiving the least attention.

Multilateral cooperation

Of the 32% of overseas development assistance that is spent on multilateral cooperation, in 2009, 10% is contributed to the EU, 6% to the World Bank and regional development banks, and 10% to different UN organisations and funds, of which the ILO absorbed 0.5%. The ILO funding was reduced some years ago, but trade union pressure brought it back up again in 2009. However, LO-FTF expects it to be limited in the future to core funding.

Considering this, Denmark was ranked as the 4th biggest ILO donor in 2005–2009, and the second biggest on Extra Budgetary Resources for Technical Cooperation (XBTC) for the biennium 2008–09,

with no Resource Budgetary Supplementary Account (RBSA) contribution. Denmark has always been a big donor to the International Programme on the Elimination of Child Labour (IPEC), its voluntary contributions are usually strictly earmarked e.g. one is on tripartism mainstreaming. Decent work generates little Danish interest, as reflected in the country strategies, and in policy coordination with ILO.

The LO-FTF Council states there to be coherence in the Danish government policy support for decent work in the United Nations, EU, World Bank, International Monetary Fund and regional development banks, in the World Trade Organisation, Organisation for Economic Cooperation and Development and ILO cooperation.

Development Financing Institutions

IFU, the Danish Investment Fund for Developing Countries, was set up in 1967 to co-finance private sector initiatives with Danish business partners. In its corporate social responsibility policy, the IFU prescribes and assesses progress on compliance with eight Core Labour Standards, the human rights declaration and environmental and anticorruption standards.

Projects are not submitted to external or stakeholder assessment, except for the IFU's non-systematic evaluations on projects per country. The IFU is linked to the Ministry of Foreign Affairs, but independent in its functioning, and doesn't mention any relationship with social partners in its structure or work.

According to an assessment by the LO-FTF Council, decent work is not recognised in the development financing institutions.³

Civil Society Organisation involvement

Seven big Danish NGOs have very well-funded framework programmes with Danida, All the other organisations are co-funded on a project basis, including mini projects. The projects have to match the policy priorities of Danida in the Danida priority countries. Trade unions are co-funded by the Ministry.

The national NGO platform, Concord Denmark integrates 34 Danish NGOs, including the LO-FTF Council, it subscribes to the decent work agenda and has a rights-based approach to development. Trade unions are involved in different stages of development cooperation e.g. in previous counselling, in project assessment and evaluation, in implementing their own initiatives, in formal representation to policy administration, and in their expertise domain.

³ For joint Nordic Development Financing Institutions, participated by Denmark, see under Finland.

Finland

General overview

The Finnish Ministry of Foreign Affairs is responsible for development cooperation and for relations with international organisations. According to its 2009 report, in spite of the crisis, and even due to it, Finland sticks to its previously outlined policy and increases its cooperation budget which had reached 0.54% of the Gross National Income (GNI), although GNI itself had decreased.

The underlying theme of the development framework for the Finnish cooperation policy is the promotion of global growth in an interlinked economy. The main areas of work are environmental policies and ecological sustainability (linked to social and economic sustainability). The cooperation is concentrated in African countries, as well in least developed and Andes countries, Eastern Europe and the Western Balkan. Decent work is not mentioned in the general policy, nor specified under their Millennium Development Goals priorities, although according to the input from SAK the Finnish national trade union centre, decent work is actually integrated as a general preventive principle for poverty reduction. Indeed, several projects are found to link up with decent work pillars e.g. a memorandum of understanding with Vietnam includes labour and industrial policy (employment, labour policy and training). Occasionally, the promotion of social partners in development initiatives is also promoted. More intensive inter-ministerial coordination for policy coherence is programmed in Finland.

In its link with development sustainability, SAK assesses decent work as being de facto integrated into state cooperation policy for more than 5 years. However, there is no specific strategy allocated to it, nor a systematic application of the four strategic pillars.

Although an evolution is noticed in dealing with decent work, e.g. a more specific definition of the concepts, it isn't on the agenda for development policy discussion or dialogue, no specific tools are used to assess it and no specialised staff is available. In practice, employment is the decent work issue most actively dealt with, labour standards and social protection being hardly worked upon, and the promotion of tripartism and social dialogue are nearly absent.

Bilateral cooperation

10% of the Finnish development budget goes towards programme cooperation, in line with the partner countries development plans. Long term partnerships are agreed with eight African countries and five fragile states. Finland also runs short term projects in other countries and neighbouring states.

The general policy orientation concentrates on the Millennium Development Goals, sustainable regional and rural development, education and training. Partnerships are usually based on the Poverty Reduction Strategy Programme of the partner countries. A new development tool for inter-university cooperation has been established recently, and funding for local NGOs are available through the embassies.

The Ministry of Foreign Affairs also directly runs projects with workers organisations in several countries⁴.

Multilateral cooperation

The Finnish government allocates 40% of its development funding to multilateral (non earmarked) cooperation. Finland has been active in political initiatives on development cooperation in recent years, within the EU and OECD, on US-EU development dialogue, and on climate change.

⁴ Ergon, *Bilateral relations and co-operation activities in the area of employment and decent work between EU Member States or relevant international organisations, on the one hand, and selected emerging economies, neighbourhood countries and strategic partners of the EU on the other*, 2008.

The ILO is not mentioned in the list of international partner organisations, only in the grants overview. However, the new Ministry for Employment and Economy is responsible for relations with the ILO (together with the social partners) and OECD. It participates actively in ILO projects, and its expertise is used by the Ministry for Foreign Affairs to a limited extent. It has its own international unit and runs bilateral programs on decent. The Ministry of Social Affairs has its own bilateral projects and dialogue on decent work in its areas of competence. However, the Ministry of Foreign Affairs manages the funding of technical cooperation with the ILO. The tripartite ILO committee includes all ministries and social partners. Finland was ranked 19th on the ILO donor list for 2005–09. The country financially supports specific ILO-programmes, but had no Resource Budget Supplementary Account contribution for the biennium 2008–09.

Development Financing Institutions

As the recent financial crisis has caused a growing demand for development financing institutions, Finland has increased its contribution to the World Bank group, Asian Development Bank, Intern American Development Bank and African Development Bank.

Finnfund the Finnish Development Finance Fund, has increased its capital for supporting private sector initiatives e.g. for the period 2009–13 investment should double. Finnfund acknowledges it has to improve the assessment of the development impact of its projects. In its 2009 annual report the creation of a new fund is announced for Small and Medium-sized Enterprise promotion in some Great Lake countries, but no mention is made of decent work or social development assessment in its operations. 84% of Finnfund is state owned and it works mainly with Finnish business partners, providing long term risk capital for projects with positive social and environmental impacts. They tend to concentrate on Low Income Countries.

Finland hosts the Nordic Development Fund (NDF) set up in 1989 with participation from Denmark, Norway, Iceland, Sweden and Finland. NDF gets funding for development cooperation, and co-finances projects with other partner Development Financing Institutions. It used to support social and economic projects, but has recently concentrated on climate change projects in low income countries.

The Nordic Investment Bank, based in Helsinki is an international financial institution with nine participating Scandinavian and Baltic countries. It invests, through long term loans and guarantees in member countries and emerging states, in projects that enhance competitiveness and environmental sustainability. It declares that it analyses the ecological and social impact of its projects, but provides no details on the latter. No information on decent work or related issues is found on the websites of either multilateral Development Financing Institutions.

Civil Society Organisation involvement

NGO co-financing accounts for 12.8% of the total Finnish cooperation budget. It has been doubled in the past 5 years, and supports up to 300 organisations, operating in 88 countries. Strengthening of civil society in partner countries is mainly operated through CSO-projects e.g. in Africa as well as improving working conditions e.g. in Vietnam. Freedom of Association is promoted by SASK, the trade union solidarity centre, through three year agreements with the development administration. SASK also works on trade union capacity building and corporate social responsibility, and other NGOs run projects on decent work related issues.

The Ministry also funds KEPA the NGO coordinating platform with 290 member organisations, and 4 local offices abroad. KEPA is active in lobbying and awareness raising, but decent work is not mentioned within its principles. Finnish trade unions are involved in policy discussions and dialogue, through the general CSO channels, and through their representatives to the Ministry. They have their own initiatives on decent issues, but their expertise is not requested in the assessment and evaluation of projects.

France

General overview

France is the 4th largest donor state, and its 2009 ODA budget represented 0.46% of Gross National Income, which in 2010 was estimated at about 10 billion €. The Ministry of Foreign Affairs has overall responsibility for development policy, although it is coordinated by an Inter-ministerial Committee. Several other Ministries play an important role in development cooperation: the Ministry of Economy, the Labour Ministry and the Ministry for Immigration, but no detailed information of their different responsibilities is available.

Recently reform efforts have been carried out to increase coordination and effectiveness and a General Directorate for Globalisation, Development and Partnership has been created to handle relationship with international organisations.

In 2005 France established five year Partnership Frameworks with its priority zone countries and several other Sub Sahara African countries. Its development priorities focus on poverty eradication, economic growth and protection of public goods. No direct reference is made to decent work, neither under their work on the Millennium Development Goals, or on the website of the Ministry of Labour. Decent work is indirectly dealt with through the priorities of education, for which they have a special interest and tradition in vocational training and employment as part of their industrial sector priority. Gender is crosscutting (and there is a participative Commission on Gender and Development), as is capacity building, in all interventions.

The main operator for the implementation is the government run French Development Agency, AFD (Agence Française de Développement), which operates in more than 50 countries. AFD actually has a financial statute, and claims its competences as a development bank e.g. it gives credit guarantees and hence creates part of its own resources.

Initiatives by local authorities in development cooperation have increased a lot, and since 1992 there is a National Commission on decentralised cooperation working under the Prime Minister. Decent work is not acknowledged as a development strategy, the concept's four pillars are not defined and its contribution to human rights or sustainability of development outcomes is not acknowledged. There are no specialised staff or tools available on decent work issues, and it is not on the agenda for policy discussion, only with Civil Society Organisations and in social dialogue.

Bilateral policy

The bilateral initiatives are considered as complementary to their multilateral actions. Of the 2008 total budget for bilateral initiatives, 35.9% went to infrastructure and social services, and 22.8% to education. Governance and civil society reinforcement got 1.2% of the budget.

The strategic plan for 2007–2011 is currently being implemented and increasingly concentrating on these three priorities.

In 2009 60% of the budget went to sub Saharan (francophone) Africa, 50% to the 14 poorest countries of the region. Of the total bilateral budget 50% was said to go to non government actors (companies and NGO projects). French development cooperation often features big budget initiatives (conditional loans) and consequently a smaller number of intervention activities.

AFD is particularly involved in decent work through vocational training (in cooperation with partner countries' ministries). In its assessment, the CFDT affirms that decent work is not actively implemented through French bilateral cooperation, and the involvement of social partners in interventions and policy is not coherently promoted. As to the decent work related issues actually dealt with, core labour standards score highly, whereas the other three pillars get little more than a minimum score.

Multilateral Cooperation

In 2008, more than 40% of French overseas development assistance went to multilateral cooperation, of which 57% went to the EU, 19% to Development Finance Institutions, 6% to UN organisations and 18% to others. According to CFDT, France actively supports the decent work agenda in its multilateral policy: in the UN fora, at the World Bank and International Monetary Fund but not in regional development banks, at the World Trade Organisation, EU and OECD. But decent work cannot question the French Development Financing Institution or foreign trade policy. France supports employment creation through the World Bank.

In 2005–09 France was ranked as the 12th largest ILO donor, but had no contribution to the Regular Budgetary Supplementary Account in 2008–09. It is the Labour Ministry, which takes its own cooperation initiatives on decent work that provides funding to ILO programmes, and tries to involve the Ministry for Foreign Affairs. The Public Interest groups on International Affairs and on Health and Social welfare, run their own decent work related projects.

The ILO funding agreements are earmarked by the French geographical priorities and the four decent work pillars. In 2010 France signed its 4th partnership agreement with ILO which will last till 2014. It covers several geographical and earmarked areas related to the social dimension of globalisation, to promoting Core Labour Standards, International Programme for the Elimination of Child Labour, inspectorates, employment under the global jobs pact and financing for the Turin based training centre. An intention has been announced to involve more French companies in line with ILO priorities, through private-public-partnership.

Development Financing Institutions

One of the priorities for multilateral cooperation under the current strategic plan is enhancing the policy influence of France in international and regional development finance institutions, prioritising the World Bank and African Development Bank.

Proparco is a development financing institution, a subsidiary to AFD, with private capital input from north and south institutions and recently also from ethical finance institutions. In 2008 a capital increase was operated, allowing Proparco to triple its operational budget. In 2009 Proparco approved loans for 1.1 billion €, to more than 80 projects in about 30 countries. It also runs a special Fund for high risk investment in Africa. It uses the Global Programme Review tools to measure the development impact of its projects, in their selection and during the project life, checking on decent work related issues such as employment, health, education and continuous training but doesn't give any in-depth information on the results in its reports.

Civil Society Organisation involvement

Formerly a competence of the Ministry of Foreign Affairs, AFD now handles the co-funding relationships with NGOs. More and better collaboration with NGOs is one of the priorities for the 2007–2011 strategic plan.

130 development NGOs are integrated in the national platform Coordination Sud. This platform doesn't mention decent work among its priority themes, nor is it dealt with by one of the working groups or commissions. They do however mention their intention to intensify collaboration with trade unions and other actors. AFD announced a review of its collaboration policy with NGOs for 2010.

In 2009, AFD co-financed 108 projects, with 73 NGOs, for a total amount of 38 million €. The projects are conditioned by their coherency with AFD general policy, and on the reinforcement of local civil society actors. The projects run for an average term of three years, and they can include, or be exclusive of Development Education and Awareness Raising (DEAR). The guidelines don't mention any requirements for decent work related issues, apart from CSO strengthening.

There is another budget line for micro-projects worth between 300,000 and 750,000€ proposed by local NGOs and handled by the field staff, and another one for strategic framework agreements, limited in their number, only for big NGOs. No union agreements were found. Moreover, an important instrument for NGO funding is the FISONG (ease of sectoral intervention), operated by tenders open to international and national NGOs to carryout work such as vocational training. It is not clear whether trade unions have access to these facilities.

Since 1984 a bipartite Commission on development cooperation has operated under the Ministry of Foreign Affairs, with participation of all actors: NGOs, company foundations, and research centres.

On the ADF website no specific information about trade unions was available. Two of the French confederations have set up their own organisations for international solidarity: L'avenir Social de F.O., and the Institute Belleville of CFDT. The latter is a member of Coordination Sud, and its objectives are the strengthening of free trade unions, and the promotion of tripartism and social dialogue.

CFDT mentions that many CSO activities do relate to decent work issues. Trade unions, though, are not used for their expertise in policy debate or assessment, and they have no formal representatives to the cooperation authorities.

Germany

General overview

The German Ministry of Foreign Affairs is responsible for development policy and is based on general government and parliamentary consensus. Germany is the world's second biggest donor country, and its 2010 development budget was 6.07 billion USD, although in 2009 this represented only 0.35% of its Gross National Income and there is a downward trend.

The present coalition has committed to the Millennium Development Goals, with particular interest in the educational aspects of poverty, and social protection. Germany also supports the reform of European policy, eliminating the distinction between the African, Caribbean and Pacific countries and other countries. Germany underlines the importance of the private sector in its development policy, including civil society organisations and business. To improve its effectiveness it has reduced the number of mainly partner countries to 58, focuses most of its attention on Africa and restructured its implementation bodies for technical cooperation.

It has five priority sectors, one of them, sustainable economic development, includes a wide variety of areas ranging from fair trade promotion and the explicit inclusion of the Decent Work Agenda which focuses on several fields of activity:

- Social standards for assessing development needs and aims refer to decent work conditions,
- Core Labour Standards are considered human rights, and are conditions of bilateral agreements,
- Decent work is supported by development policy initiatives,
- The inclusion of decent work criteria is promoted with the World Bank and United Nations Development Programme, and in the World Trade Organisation,
- Bilateral dialogue includes decent work
- The corporate social responsibility (CSR) initiatives and Export Credit Guarantees include Efforts to establish decent work conditions
- Fair trade is considered for its contribution to poverty eradication and decent work.

The strengthening of civil society is one of the priority areas for German development policy, as is the inclusion of private business initiatives with a development impact. This is supported through corporate social responsibility initiatives, public-private-partnerships and the support of micro-finance for self help. Gender and HIV/aids are crosscutting issues.

Bilateral cooperation

Germany's technical cooperation is mainly implemented by the German Society for Technical Cooperation (Deutsche Gesellschaft für Internationale Zusammenarbeit), the GTZ agency and is complemented by some other specialised agencies. The technical cooperation, aiming for partner capacity building, and based on bilateral agreements underlines the involvement of civil society and empowerment of women.

50% of the development budget goes directly to bilateral initiatives and is distributed over a large number of activities so it does not impact greatly on individual budgets. For instance GTZ runs projects with private companies on decent work issues, and vocational training projects and social protection are also considered to be areas of expertise.

Apart from technical cooperation, Germany also uses financial cooperation, by the Ministry or the Development Bank, and micro projects managed by its embassies. The Labour Ministry, with expertise on decent work, runs its own bilateral dialogue in this area.

Multilateral cooperation

Of the German budget for development cooperation, 5.1% goes to the UN and other international organisations, 3.9% is allocated to food security and global environment protection, 14.4 % is contributed to the European Development Fund, 10.5% to World Bank and International Monetary Fund, and 3.1 to regional development banks.

The Ministry of Foreign Affairs states that Germany coherently defends the inclusion of decent work in all of its multilateral cooperation efforts e.g. defending core labour standards in World Bank criteria. In 2005–09 Germany ranked as the 15 biggest ILO donor, and occupied the 2nd highest position for its Regular Budgetary Supplementary Account contributions for the period 2008–09. It has signed a new agreement with ILO, confirming a tendency for less earmarking, and a concentration on programmes.

The Ministry of Foreign Affairs supports the promotion of decent work but hardly uses the Labour Ministry's expertise. The Labour Ministry funds its own agreements with the ILO and is gaining relative importance as labour issues are becoming more important in development policy. There is no coordination between the two parallel funding channels within its ILO technical cooperation.

Development Financing Institutions

the KfW Development Bank (KfW Entwicklungsbank), with its subsidiary the German Investment and Development Bank, DEG (Deutsche Investitions und Entwicklungsgesellschaft) is one of the largest Development Financing Institutions. Apart from its own loans, it manages the financial cooperation funds of the Ministry of Foreign Affairs, raises mixed funding for the middle-income countries. It uses the European Development Financing Institutions' (EDFI) standards for environmental and social development impact. In 2009 the main investments of DEG were in Asia, and there was equal focus on three sectors: finance, manufacturing and infrastructure. Several trade union representatives are on the Supervisory Board of DEG.

Civil society organisation involvement

As the strengthening of civil society in Germany and in the partner countries is one of the underlying principles of Germany's development policy and tradition, several provisions and instruments were set up for direct involvement:

- In the nineteen sixties seven specialised agencies were given the statute of "engaged in social structure assistance". They include the training institute of the German trade union confederation. They recently joined in the AGS (social improvement network) to increase their efficiency, and in 2009 received a total subsidy from the Ministry of Foreign Affairs of 39.5 million € for their development initiatives,
- Church-linked organisations are traditionally very active in development cooperation, and are coordinated by two main centres, in 2009 they received 192 million € of state co-funding for their development projects,
- VENRO is the NGO platform with 120 members (increasing), several of them are networks of smaller NGOs which reach up to 2000 individual member organisations. NGOs are also involved in policy and strategy discussions on development policy with VENRO representing them to government. In 2009 the state budget allocated to funding their projects reached 38 million €. VENRO subscribes to the Millennium Development Goals as a priority issue, and works with several thematic working groups but none on decent work,

- The 6 political foundations play an important role in Germany's development policy, and in 2009 their projects were allocated 216 million €.

Many of the CSO development projects involve decent work issues, some of them explicitly work on social dialogue and the strengthening of trade unions. The Friedrich Ebert Stiftung, for instance, has the reinforcement of free trade unions as a core issue and in 2007 received 111 million € of public funding, not only from the German state budget⁵

⁵ Figures by FES.

Greece

General overview

Greece only began defining its development policy in the nineteen nineties. The policy is integrated within the Foreign Affairs Department, under the Secretary of State for International Economic Relations, Trade and Development Cooperation. Hellenic Aid, constituted as a General Directorate, is the implementing agency. And it manages all of Greece's development cooperation budget.

Since 2000 a new development strategy has been implemented which aimed to reach an ODA rate of 0.51% Gross National Income (GNI) in 2010. But the financial crisis has imposed budget reductions and the 2009 rate was limited to 0.19% GNI, although an effectiveness drive hopes to partially compensate for this decline. Greek cooperation has concentrated on a more limited number of – mostly East Mediterranean – countries, and in sectors where Greece can make a specific contribution. For example, energy and fish breeding, and on the social sector and economic development (which includes vocational training and job creation). Decent work is not mentioned, nor included in their Millennium Development Goal priorities or under poverty reduction strategies.

Bilateral cooperation

Bilateral aid is limited to government programmes with partner countries. 42% of bilateral aid goes to European countries, 16% to Africa and 21% to Asia. As per country, Albania receives the biggest part of the Greek budget, with other Mediterranean countries, Ukraine, Afghanistan and Georgia. Decent work is not mentioned under technical cooperation or special programmes.

Multilateral cooperation

In multilateral initiatives, the ILO is not mentioned under the UN institutions. Most of the multilateral budget of Greece is absorbed by its EU-contribution (>90%), and it participates as well in the International Finance Institutions. On the website of the Ministry of Employment and Social Insurance no reference to its relationship with the ILO is found.

Development Financing Institutions

No information has been found on a Greek development financing institutions.

Civil Society Organisations involvement

Greece has established a specific development NGO register, and also co-funds Development Education and Awareness Raising (DEAR) initiatives. Once a year in a call for proposals, the priorities for NGO projects are set. Recently a development policy dialogue has been set up with NGOs.

The Greek trade union confederation GSEE is participating in TUAC, and concentrates its cooperation initiatives on the East Mediterranean countries and South- East Europe. No links to the official development policy were found. The public servants' union, ADEDY doesn't refer to decent work on its website, and no other relevant information was found.

Ireland

General overview

Irish development cooperation policy is integrated into the Department of Foreign Affairs and led by a Minister of State in charge of development. Ireland has decided not to create a separate agency, but mandates the implementation to the Directorate of the Department, called Irish Aid. The overseas development aid budget was reduced in 2009 and 2010, and the Gross National Income percentage has dropped slightly as well, reaching 0.54% in 2009.

Irish Aid was set up in 1974, and has a specific responsibility for ensuring coherence between all the other Ministerial departments, through the Inter-department Committee on Development, created in 2007. Irish development policy is highly concentrated on poverty reduction, and geographically on sub-Saharan Africa (80% of the ODA goes to Africa). Its four specific themes, which cut across all its activities, are gender (including specifically economic empowerment of women), governance (with a clear focus on civil society promotion), HIV/Aids, and environmental sustainability. Their Millennium Development Goal policy focus explicitly mentions decent work. Ireland is a strong promoter of fair trade (through a 10 year agreement which insists on action in Africa), includes a specific focus on employment and fair income and is acknowledged as a poverty reduction strategy.

Bilateral cooperation

Ireland concentrates on nine partner countries, with which it has established long term programme agreements, with a three yearly review and includes seven African countries, Timor Leste and Vietnam. Programmes are established through dialogue and are based on the partner countries national development strategies and Poverty Reduction Strategy Programmes in which decent work is not mentioned.

Seven other countries where Ireland coordinates interventions with other European donors, are included in bilateral cooperation. Decent work is not an organising principle for bilateral aid, but is included in the vision on employment, and support to the civil society. Other decent work issues are dealt with as well: social protection is a specific issue for cooperation in Uganda, for instance. 20% of the aid budget is channelled through CSO intervention.

Multilateral cooperation

Multilateral aid absorbs about 1/3 of the cooperation budget (including its EU contributions), and is used under criteria that reinforces Irish policy objectives. Most of the multilateral budget is provided by other departments, especially the Ministry of Finance. The UN organisations supported by Ireland are UNICEF, UNHCHR, UNDP, and the ILO is mentioned with its Decent Work Agenda.

The Department for Enterprise, Trade and Innovation holds the formal relationship with the ILO, but Irish Aid uses the funding. Ireland signed its first partnership agreement with the ILO in 2001, and supports programmes on women entrepreneurship, inclusion of disabled people, and forced labour. In 2005–2009, Ireland was the 11th biggest ILO donor and in 2008–9, the 9th biggest donor to the Regular Budgetary Supplementary Account (RBSA) contributor, as well as ranking 6th for its Extra Budget for Technical Cooperation (XBTC) support. Programmes supported by Ireland in other international organisations include decent work related issues as well, for instance social protection in Ethiopia through the World Bank.

Worth over 9 million Euro, the Irish Aid ILO Partnership Programme, focuses on women's entrepreneurship, employment opportunities for people with disabilities and actions against forced and child labour. It was initiated in 2008 and its fourth phase is being currently considered.

Irish Aid funds the ILO Special Action Programme on Forced Labour, under which a structural financial support has been offered to the International Trade Union Confederation (ITUC) to set up a Global Trade Union Alliance to Combat Forced Labour.

Development Financing Institutions

Ireland has no specific development bank. Proposals to create one were launched by the private sector some years ago, and studied, but no initiatives have been taken so far. Ireland contributes to World Bank institutions and trust funds, and is member of the Asian Development Bank.

Civil Society Organisation involvement

Ireland has a long tradition of missionaries and social organisations for development, and Irish Aid has a clearly developed strategy for partnership with a broad spectrum of Irish CSOs, including trade unions. Ireland mainstreams civil society participation in its country programmes, and in its multilateral relations.

The main financial mechanism for supporting CSOs is the Civil Society Fund, based on the approach elaborated in the Irish Aid's *Civil Society Policy*. The document mentions explicitly trade unions as important actors of civil society, but gives no reference to the Decent Work Agenda.

Dóchas is the NGO platform of development organisations, supported by Irish Aid but the Irish Congress of Trade Unions (ICTU) is not a member. Dóchas has a continuous policy dialogue with Irish Aid and defends the common positions of its members. The Dóchas website doesn't include any references to decent work, but it does mention the promotion of human rights and social justice, empowerment and participation. ICTU partners with Dóchas and a wide range of CSOs in the "Act Now on 2015" campaign - to ensure Ireland keeps its promise and invests 0.7% of national income in overseas aid by 2015.

Apart from the Civil Society Fund, there is a specific fund on Development Education (DE). Ireland has a development Education Advisory Committee and a development education NGO platform called IDEA, with about 70 members that include the main NGOs, and ICTU.

ICTU has had an agreement for several years on development education within the unions, its current programme "Global Solidarity" is funded by the Development Education grant scheme. Sector unions are participating in DE as well, with their own co-funded projects. ICTU is also active in fair trade promotion and corporate social responsibility. In these activities the ICTU collaborates with other development organisations, and a clear link is made to decent work.

Italy

General overview

Italian development policy is managed by the Ministry of Foreign Affairs, in coordination with the Finance Ministry. Recently, further coordination is being set up with other ministries, although this does not include the Ministry of Labour. Italy shows a decreasing trend in its spending on development cooperation, reaching just 0.16% of Gross National Income in 2009.

The information available on the Ministry's website is not very relevant as it has not been updated to reflect the policy review undertaken over the past few years. Policy and interventions until 2005–2006 show a large divergence of actions, with a rather traditional policy view and management. The Guidelines document for 2010–12 and the review, confirm the need for Italian development policy to reorganise and update according to the international consensus on development cooperation of the past decade and to which Italy subscribes. The new guidelines, already discussed with civil society, concentrate on the general objectives of the Millennium Development Goals (MDGs), the sustainability of development and protection of the environment.

Most of the responsibility for the implementation of the development policy is given to the Directorate General under the Ministry of Foreign Affairs. It has a complex task division under multiple offices, although an internal reorganisation will take place to adjust to the policy changes. The current development law dates back to 1987 and a review of the legal basis of Italy's development policy is on the agenda. As well as the Ministry's own administration, Italy has a long tradition of involving regional and local authorities, as well as civil society and educational institutions in development cooperation.

Funding for development cooperation has been reduced due to the economic crisis affecting the state budget, and in an aim to improve effectiveness, Italy will also reduce the number of partner countries, as well as its sector priorities. There is now a preference for country strategies, rather than the traditional project approach and there is an intention to increase private-public-partnerships.

Decent work is not mentioned in the general approach or in the priority sectors although it could be e.g. MDGs, education health or involvement of civil society. CGIL, one of Italy's national trade union centres confers with this view. CISL, another national trade union centre, agrees but believes the concept has been included for several years within the sustainability agenda, although it has not been implemented.

Previously established policy principles on democratic ownership, include the need for the involvement of civil society organisations (CSOs) such as trade unions. Within this, the involvement of local CSOs in projects and shaping strategy is stated, as is a human rights approach, and the intention to coordinate NGO initiatives – both Italian and local ones.

Except for poverty reduction, the guidelines don't deal with other decent work related issues, Within this, it insists on the involvement of social actors, the need for coherence between social and economic initiatives, economic growth (without mentioning employment related issues) and the need to adjust selection criteria for interventions, on the basis of their impact on poverty.

Bilateral cooperation

The priority sectors cover broad intervention domains that need to be coordinated with country and regional strategies, as well as with multilateral interventions. Geographically, Italy will concentrate half of its bilateral funding in Sub Saharan Africa, another 25% in the Balkans, Mediterranean and Middle-East countries, where vocational training and the promotion of Small and Medium-sized Enterprises are prioritised, as well as 10% on Latin America and 15% on four Asian countries. Bilateral cooperation will be strengthened during this period. In private sector initiatives attention will be paid to cooperative firms and is the only issue mentioned that could be linked to decent work in the whole of the strategy.

General coordination among partners, with CSOs, and amongst the sector and regional priorities, is recognised as necessary for implementing the forthcoming country strategies. Each country strategy will be based on the national development strategy of the partner country, and in its absence on the Poverty Reduction Strategy Paper or the Comprehensive Development Framework but no decent work initiatives are mentioned within this context. The sectors that will be integrated into the country strategies are good governance, economic development (including the informal sector, but with no further mention of decent work), health and social services (without mentioning Occupational Safety and Health), education and vocational training, and the environment for infrastructure.

Multilateral cooperation

The support to initiatives taken by international organisations will be based on Italy's general priorities. The selection of initiatives will focus on effectiveness of combined efforts and the ILO is mentioned on the list.

In 2005–09, Italy was ranked as the 8th biggest donor to the ILO, the 7th for Extra Budget for Technical Cooperation (XBTC) and the 6th for Regular Budget Support Account (RBSA) in its first biennium. It is not clear whether these funds come from the development cooperation budget or from the Ministry of Labour, and the biggest part of it is absorbed by the hosting of the ILO training centre in Turin. Other projects funded by Italy deal with child labour and Small and Medium-sized Enterprise promotion in the Maghreb countries. The 2008–2010 agreement funded general decent work, but for the years 2009 and 2010 the contribution was only covering the Turin infrastructure. Child and youth rights are cross cutting issues in Italian development policy, as is women's empowerment and the inclusion of disabled people. CISL's input underlines the lack of active Italian political support for decent work in international institutions.

Development Financing Institutions

SIMEST is the Italian European Development Financing Institute (EDFI) affiliate, although on its website there is no information available on its pro-development activities. It is a state controlled institution (79%), under the Ministry for Productive Activities, and aims at promoting Italian investment abroad, and facilitating export credit guarantees. No reference is made about its development impact or conditions.

The absence of decent work implementation in Development Finance Institutions is also confirmed by the CGIL and CISL's responses to the questionnaire, adding that the concept of decent work is not allowed to be used to question other aspects of foreign policy.

Civil Society Organisation involvement

Italy has a long list of NGOs recognised by the Ministry of Foreign Affairs and handled by a specific office of the DGDC, which are allowed to submit projects for co-funding. The NGO's also participate in policy dialogue and represent the country in UN organisations. CISL confirms that decent work are on the policy dialogue agenda with CSOs and in within social dialogue.

The three trade union confederations in Italy have each established a specific NGO for development cooperation to manage projects that are co-funded by the Ministry of Foreign Affairs. ISCOS (CISL) has decent work projects financed by the Ministry of Foreign Affairs, the EU, ILO and other UN organisations. Progetto Sud (UIL) has decent work information on its website, and is clearly active in this field, but no information is available on the actual nature of its policy and practice. Progetto Sviluppo (CGIL) involves to a larger extent local and regional project funding. Decent work is included in its principles and a specific working group has been set up. It runs projects funded by the Ministry of Foreign Affairs, but another budget line is available from the Ministry of Labour. The CGIL believes the absence of international decent work in trade union operations is compensated by the respective trade union linked NGOs' activities.

Japan

General overview

The development policy of Japan was reviewed by the government in June 2010. Traditionally the foreign aid policy had been used as an instrument to expand Japan's economic and political influence abroad but during the nineteen nineties awareness of the need to adjust to the context of globalisation increased. The Ministry of Foreign Affairs is responsible for development policy, and the Japan International Cooperation Agency (JICA) is the implementation agency for bilateral cooperation.

JICA is Japan's biggest development agency, managing 10.3 billion USD in 2008. It manages technical assistance, overseas development aid (ODA) loans (previously managed by the Development Financing Institution the Japanese Bank for International Cooperation), and aid grants. The task force for ODA implementation consists of Embassies and JICA staff in more than 80 countries.

Due to internal economic crisis, in 2009 the ODA budget was just 0.18% of its Gross National Income and this, plus public support for development cooperation has decreased in the last few years. Priorities for the Japanese development policy are: sustainable growth met through poverty reduction, health and education, within in a climate of peace building. An explicit link is often made to Japan's economic relations, and in practice many of interventions relate to big infrastructure and industrial projects, with a view to guaranteeing a resource supply to Japan.

The new development cooperation policy concentrates on three year programmes for selected countries. Country Assistance programmes still need to be reviewed. Different instruments are used to meet the development objectives: environment and climate change aid grants, expanded ODA loans for infrastructure and agriculture, community development assistance with NGO participation and cultural grants. As for the Millennium Development Goals, the focus is on education and health. Decent work is not mentioned in sector or strategy approaches. Sustainable economic growth is recognised to require the integration of employment creation and capacity building.

According to the information provided by RENGO, the Japanese trade union confederation, because of trade union demands, decent work is included in government development policy. It is not an explicit priority, nor defined in its four strategic objectives, and is not included in the human rights approach, but it is linked to the sustainability concept of development. Consequently, there is no specific budget allocation or strategy for implementing the Decent Work Agenda. It is, however, on the political agenda, and is included in social dialogue.

Bilateral cooperation

The policy review clearly stated that bilateral cooperation programmes need to be longer term and with a broader scope, that dialogue should be set up with emerging donors, and networking be stressed on a regional basis. JICA's staff should be better qualified to meet the new challenges, and its structure will be further reformed to meet this.

The JICA guidelines for environmental and social impact of projects (4/2010) include a complete set of rules and procedures for introducing projects but whilst human rights is mention, decent work or any of its four pillars are not.

There are 20 thematic issues prioritised by JICA, of which some are related to decent work issues e.g. education, technical and vocational training get specific attention; social security is a thematic issue, and does includes labour and employment. On the other hand, private sector development and poverty reduction don't refer to decent work.

JICA is increasingly collaborating with other agencies and international organisations to coordinate interventions. As to priority issues, Rengo assesses that employment and social protection rate highly

within Japan's development cooperation practice, but core labour standards and social dialogue do less well.

Multilateral cooperation

Following the policy review, to increase effectiveness, multilateral cooperation will better match bilateral priorities. The Ministry of Labour holds the relations with the ILO. Japan ranked just 17th on the ILO donor list for 2005–09, and did not contribute to the Regular Budget Support Account (RBSA) for 2008–09. Japan is a big donor to the Asia Regional ILO Office, Asia-Pacific programmes, and decent work promotion. RENGO also funds ILO programmes in Asia; it is not clear whether these initiatives are co-funded by the Ministry of Labour or Foreign Affairs.

However, within the ILO collaboration no link is made to development policy. As RENGO confirms, there is no coordination on decent work between Ministries. For example, under the Ministry of Labour decent work is included in the Japan's ILO relationship, but in other multilateral initiatives, decent work is not on the Japanese agenda. In the 1st EU-Japan dialogue on development policy 4/2010, decent work was also not on the agenda, although it was agreed to promote the Japanese priority of Human Security.

Development Financing Institutions

The Japanese Bank for International Cooperation (JBIC) is affiliated to the European Development Finance Institutions (EDFI). Previously, it was known as the Import-Export Bank of Japan, and it still subscribes to the aim of promoting Japan's foreign economy and guarantying its resource supply. It mostly participates in big development projects co-funded by other DFIs, UNCTAD and other multinational organisations. In 2009 new guidelines were introduced so that project's must consider their environmental and social impacts, but they focus on the environment and give minimum attention to social impacts e.g. population displacement.

Civil society organisation involvement

In the nineteen nineties the developmental model of Japan began to be questioned, and the CSO community, particularly development NGOs, grew quickly. The Ministry of Foreign Affairs recognised these NGOs as partners and started to take their views into account in policy dialogue and implementation. An NGO advisory group to the Ministry of Foreign Affairs exists and it sets up training and joint evaluations, and the NGO platform the Japanese NGO Centre for International Cooperation (JANIC), which represents 90 member organisations is recognised. NGO projects are co-funded by the Ministry and local government. In 2004 10% of NGOs received an average amount of 42,500 USD in support. Grants giving a higher amount are also allowed.

The new policy strategy intends to involve more private companies in development cooperation, and to promote corporate social responsibility (CSR) through cooperation between NGOs and the private sector. It also intends to recruit human resources for JICA from NGOs, to improve its NGO coordination, to reinforce the NGOs financial basis, to set up a fund for CSO strengthening in partner countries, and to increase the budget for NGO interventions.

However comments by RENGO indicate that social partners are only occasionally involved in development policy. Unions were not involved in previous consultations, have no representation with the Ministry of Foreign Affairs, and their expertise on decent work is not used for assessing and evaluating projects. However, RENGO does not implement decent work development projects itself. Instead, in 1989, RENGO set up its own NGO, the Japanese International Labour Foundation, JILAF, with the aim to promote free, democratic labour movements, and to contribute to social and economic development. In practice, JILAF promotes freedom of association in the Asia-Pacific Region, through field projects that mostly consist of training seminars, and through an invitation programme which introduces foreign union leaders to the Japanese socio-economic model.

The RENGO policy strategy for 2010–2011 clearly prioritises decent work and core labour standards. It plans to lobby the relevant Ministries and agencies to cooperate with national and international unions, include social concerns within economic cooperation in Asia, and to enhance trade union participation in development and Millennium Development Goal policy. It wants to achieve this through collaborating with NGOs, improving the quality of ODA and consulting and exchanging ideas on these issues with the German DGB, British TUC, American AFL-CIO, and the unions of South Korea and China.

Luxembourg

General overview

While the Directorate for development cooperation is included in the Ministry for Foreign Affairs, political responsibility for it lies with the Minister for Cooperation and Humanitarian Action (among other responsibilities). A 1996 law integrated the different existing development cooperation legislation, and mandated the Directorate to define development programmes, manage the related funds and follow-up most of the overseas Development assistance which in 2009, reached 1.01% Gross National Income.

Initiatives are grouped into bilateral aid, multilateral aid, NGOs, humanitarian action, programme support and Development Education and Awareness Raising (DEAR). General objectives include poverty eradication and priority is given to least developed countries.

Lux-development is the implementing agency for bilateral action. Lux-development is a state owned private company, and its board includes representatives from trade unions, employers and NGO's. For collaboration with the World Bank and International Monetary Fund, other important partners are the Finance Ministry and the private sector. The Ministry of Labour is not mentioned as development policy actor.

Gender, good governance and micro-finance are mainstreamed throughout the development strategy, and seven sectors are prioritised with an overall focus on local development. Under that focus, civil society organisation (CSO) involvement is underlined, and within its long standing tradition of education initiatives, much attention is paid to vocational training and social inclusion through jobs. 10% of ODA is spent on the education sector and since 2006 vocational training has become a priority.

Besides these decent work related areas, Luxembourg focuses on the Millennium Development Goals (MDGs) and specifically mentions decent work and access to employment. An inter-ministerial Committee on development policy deals with, amongst other issues, relations with the ILO, the social dimension of globalisation and corporate responsibility.

Bilateral action

Luxembourg focuses its cooperation on ten partner countries (six in Sub Saharan Africa, Nicaragua and El Salvador, and Laos and Vietnam), for which indicative cooperation programmes are set up. In these programmes the chapter on governance includes mainstreaming the involvement of CSOs, and micro-finance is worked upon in collaboration with specialised NGOs, ILO and the Luxembourg Microfinance and Development Fund. Besides the ten partner countries, bilateral cooperation is implemented under a project approach in the Balkan countries, Afghanistan, Mongolia and Ecuador.

National NGO bilateral initiatives amounted to 21.81 % of the total bilateral budget, while 5.01% was spent by international NGOs.

Multilateral cooperation

An overview of the different actions implemented with the ILO in the partner countries in 2007 reveals initiatives on social security, labour inspectorates and vocational training. In December 2008 Luxembourg signed its first partnership agreement with the ILO, extending its contribution to 1 million euro, although there was no Regular Budget Support Account contribution.

The ILO is a privileged multilateral partner working with the Ministry of Labour, Social Security and Development Cooperation and Luxembourg as a donor gives the highest share of its Gross National Income to the ILO. However, it ranks 16th in the donor list for 2005–2009 and the development cooperation budget contribution is earmarked for Luxembourg's partner countries and their specific priority sectors e.g. micro-insurance and vocational training in Senegal and job inclusion in Mali.

Development Financing Institutions

In 2009 the Luxembourg Microfinance and Development Fund was created and was based on Luxembourg's expertise in the field. Stakeholders include government, private banks and NGO's. It funds micro-finance local initiatives, together with capacity development at expert level.

Civil Society Organisation involvement

Support for the 93 acknowledged NGO's is available under framework agreements or for projects. In 2009 18 framework agreements were being implemented, and a total of 122 projects lasting between one and five years each, were approved. NGO's can also be mandated by the development administration to execute specific official government programmes. They also take part in the structured development policy dialogue.

The development NGO's have a national platform, Cercle de cooperation des ONGD, and their share of development funding was more than 20% in 2009. This is equivalent to more than 10% of Luxembourg's total ODA. Luxembourg development policy pays a lot of attention to NGO initiatives, as they are deeply imbedded in society and 37% of their project funding comes from public contributions. They are recognised as privileged actors for their direct contact with local CSOs, and are not exclusively bound by the partner countries for their actions.

As for trade union action in development policy, no information was found on the LCGB national trade union confederation, while the OGBL national trade union confederation has its own NGO called Solidarité Syndicale which has set up a social trust fund in Ghana, together with the ILO, the Luxembourg government and the Ghana Ministry of Health

Netherlands

General overview

The Dutch Ministry for Foreign Affairs is responsible for development policy which has under review and reform over the past few years by the new government (2010). Due to economic constraints, the cabinet has reduced the development cooperation budget, and to increase effectiveness, all sectors have been proportionally reduced. As a consequence, its overseas development aid (ODA) share of Gross National Income, which reached 0.81% in 2009, will be brought back to 0.7%.

The main focus is promoting economic growth to enhance partner country capacity for development. The Netherlands has reduced the number of partner countries, and its intervention sectors, limiting them to those where Dutch expertise can make a specific contribution e.g. water management and food security. Governance capacity is another specific sector, as well as combating HIV/Aids, the strengthening of civil society and regional integration.

Decent work is not mentioned in the general information, or under Millennium Development Goal (MDG) 1, although it mentions employment creation through economic growth, vocational training, corporate social responsibility and fair trade. The national trade union confederation, FNV points to a complete lack of decent work in all development policy and implementation.

Bilateral cooperation

Bilateral cooperation accounts for 30% of the total cooperation budget, excluding the NGO and business initiatives and a 7% “others” that includes export credit guarantees. The number of partner countries has been reduced from 33 to 16 in 2011. Priority themes will be gradually restructured, as they have been too broad and not effective, with too much intervention on health and education assistance, for instance. Trade and economic growth will be promoted for increasing self-help. The Netherlands' cooperation will keep on moving to a long term programmatic approach rather than many small interventions with little budget impact.

Multilateral cooperation

Multilateral cooperation takes up 24% of the cooperation budget. The ministry for Social Affairs and Employment is responsible for relations with the ILO, although co-financing to the ILO is included in the development cooperation budget.

Since 2000 the Netherlands has had a partnership framework with the ILO, the one for 2006–2010 was less earmarked than before and supports decent work in 12 countries, promoting, amongst other issues, gender and tripartism programmes, and it included a Regular Budget Supplementary Account (RBSA) contribution. In 2005–09 the Netherlands were the 3rd largest ILO donor and the 4th for RBSA in its first biennium. They rely to a large extent on the ILO for budget allocation, and support specific initiatives in Indonesia.

Development Financing Institutions

FMO, the Dutch development financing bank for private companies is shared between government (51%), private financial groups (42%) and by others (7%), including employers' associations and unions. The FNV Chair is a member of the supervisory board. Apart from funding risk loans and equity shares, FMO also runs specific goal related funds for the Dutch government. The key sectors for investment are housing, energy and finance, especially for micro to medium sized enterprises in low income countries.

FMO meets the International Finance Corporation's Environmental Social and Governance standards, and has developed its own tools for measuring the development impact of its investments in micro-finance and equity. It uses cross cutting applications for better performance.

EVD, part of the NL Agency under the Ministry of Economic Affairs, is a service platform which provides information, contacts and financial support for innovative business and cooperation in developing countries and emerging markets, with special attention to corporate social responsibility.

Civil Society Organisation involvement

In an attempt to counter the divergent projects, the new Dutch development policy is reducing NGO co-funding and making NGO's specialise in specific domains where they can provide added value. The own contribution of the NGO's to the projects' budget (currently at a minimum of 25%) is to be increased as well.

NGO's currently implement projects and programmes amounting to 23% of the total cooperation budget. Corporation projects total 6%, and include decent work issues under fair trade promotion. Other private initiatives can be funded by the cooperation budget, such as Development Education and Awareness Raising (DEAR), access to sustainable energy, funds for non market available medicine development, and funds for reproductive health but none of these specific funding lines are directly linked to decent work.

The national NGO platform, PARTOS, has a membership of around 100 but does not include the two union development cooperation agencies. It is essentially a service and lobby centre, and doesn't mention decent work in its agenda or reports. Trade unions have their own funding agreements with the Ministry of Foreign Affairs, the current one for 2009–2012. The programme focuses on decent work, and includes strengthening of partner trade unions, lobbying and collective bargaining and collaboration with other local social organisations.

CNV International, the other trade union confederation agency works on social dialogue and decent work, corporate social responsibility, gender, and the informal sector. It runs about 80 projects in 27 countries which are financed by funds from unions, collective agreements, and by the Ministry for Foreign Affairs. It cooperates as well with other NGOs on fair trade and other decent work related issues. FNV-Mondiaal runs 150–200 projects, co-financed up to 91% by the Ministry of Foreign Affairs in 2009. FNV actively monitors the corporate social responsibility activities of Dutch companies abroad.

Other big NGOs in the Netherlands, are active on decent work related issues, and the employers' association Dutch Employers Co-operation Programme is implementing capacity building for its counterparts in developing countries. The Dutch unions participate as well in a network of all kinds of private initiatives for innovative results based MDG promotion.

Norway

General overview

The cooperation policy of Norway is integrated within the Foreign Affairs Ministry, but a specific Minister is in charge of International Development. Norway's cooperation budget reached 1.06% of Gross National Income in 2009, and was increased in 2010 in the sectors of education, health and clean energy.

Norway's development cooperation aims at poverty reduction and social justice, it focuses its Millennium Development Goals contribution on the health sector, and includes economic rights (employment) in its human rights approach. The sector priorities focus on areas where Norway has a unique contribution to make e.g. environment and sustainability, peace building and human rights (including civil society participation), oil and energy, gender (including the economic empowerment of women), governance and anti-corruption (strengthening civil society) and the MDGs.

NORAD is the agency in charge of implementing the cooperation policy. Its 2010 strategy focuses on energy, peace and gender, health and HIV/aids, education and research and the private sector. Anti-corruption and climate are the two crosscutting issues.

Bilateral cooperation

Bilateral aid expenditure accounts for 47% of the total development budget. Norway establishes long term cooperation with its priority countries, in coordination with other donors. Africa is getting the biggest share of budget distribution, as are fragile states emerging from conflict. Norway concentrates on 15 African countries and 10 Asian ones.

Multilateral cooperation

The multilateral aid expenditure accounts for 23% of the total ODA budget. UNDP and the ILO in 2009 were receiving the most multilateral support, and Norway is a main UNICEF donor. Its long standing cooperation with UNICEF includes vocational training and entrepreneurship education.

The ILO is not mentioned under the UN partners but Norway was its 6th largest donor in 2005–09, coming 3rd in its Regular Budget Supplementary Account (RBSA) for 2008–09 and 5th for its Extra Budget for Technical Cooperation (XBTC). Norway has established framework agreements with the ILO since 2003. It has expanded its contribution continuously, with an increase in 2008 (when 50% of the contribution was on RBSA) and the new agreement for 2010–11 includes 6.5 million USD for RBSA.

In 2009 the Norwegian Labour Ministry increased its cooperation with the ILO by giving higher priority to core labour standards in development cooperation and trade agreements, extending corporate social responsibility obligations for Norwegian companies, and extending bilateral cooperation for enforcement and inspectorates. Improved coordination was announced with the Ministry of Foreign Affairs, trade and other departments.

Development Financing Institutions ⁶

NORFUND is a development bank for developing countries created in 1997 under the responsibility of the Ministry of Foreign Affairs. It concentrates its investments in East and Southern Africa, in Central America and some countries in South-East Asia. NORFUND doesn't work exclusively with Norwegian companies. Its investment projects necessarily have to focus on poverty eradication and contribute to capital and skills supply where these are lacking. It declares to be fully integrated in the Norwegian

⁶ For joint Nordic Development Financing Institutions, participated in by Norway, see under Finland.

development cooperation policy, and has no priority sector mandate, but the bulk of its investments go to the financial sector, Small and Medium-sized Enterprises, renewable energy and industrial partnerships.

The environment and social protection (ESP) standards include the European Development Financing Institutions exclusion list and are in line with the IFC standards, including core labour standards. The development indicators include employment and gender, and NORFUND has its own anti-corruption standards. However, the annual report for 2009 mainly deals with financial aspects but development impact results are not systematically reported. It mentions general employment status – differentiated by gender, and some training and skills transfer examples, as well as HIV/aids initiatives in the local community. The board includes members with an NGO background.

All company contributions to development are channelled through NORFUND, although there exists an Institute for Export Credit Guarantees (GIEK), and they intend to increase private-public-partnerships.

Civil Society Organisations involvement

The civil society division in NORAD deals with the non-state development partners: NGOs (screened for their capacity), companies (having to comply with union freedom and labour standards), trade union organisations, cultural and research entities. It applies co-funding through 3–5 year agreements and project funding for smaller NGOs.

The 2009 new guidelines for NGOs insist upon South-focus and a results-based approach to strengthening local counterparts. In 2009, 41 international NGOs and networks were co-funded, and about 100 Norwegian NGOs, including the trade union confederation LO, which runs a 2010–2015 agreement.

ForUM, a national platform on environment and development, has an agreement for 2010–2013, which covers 54 member organisations but LO is not a member of ForUm. However LO is integrated into RORG, a national platform on development education and awareness raising (DEAR) which received about 10% of the aid budget in 2009. There is no general development NGO coordination in Norway.

Norwegian People's Aid is a solidarity organisation, created by the labour movement, for both national solidarity and international development cooperation. No decent work references are found on its website, nor were any formal links to LO.

The LO International trade union solidarity section promotes stronger unions and social dialogue, social justice, combating child labour and HIV/aids. Gender equality and decent work are underlying principles, and trade union rights are included in human rights. LO lobbies for the integration of core labour standards into trade agreements, decent work, corporate social responsibility of Norwegian companies (including fair trade promotion), but no initiatives on social protection were found.

Portugal

General overview

The Portuguese Ministry of Foreign Affairs is responsible for development cooperation, which focuses on its historical links with the Portuguese speaking African countries and Timor Leste. Formed in 2003, IPAD is the implementing agency and is responsible for coordinating development cooperation with other policy partners. In 2009 the overseas development budget reached a (decreasing) 0.23% of the Portuguese Gross National Income.

The main policy document is the 2005 Strategic Vision for Development Cooperation, that stresses the need for more aid effectiveness and a results based approach. The specific policy goals are marked on a yearly basis. No specific references were found on decent work, nor on related items. The main activity sectors are governance, participation and democracy, sustainable development and private sector driven development, with attention to vocational training and job creation. Poverty eradication is met through education and health initiatives, and access to social services.

Recently an Inter-Ministerial Council for development Policy and the Forum for dialogue with civil society organisations (including NGO's, municipalities, trade unions and employers' organisation) were set up. Political dialogue with the partner countries takes place in the Community of Portuguese speaking countries.

Bilateral initiatives

The economic crisis has led to a reduction in overseas development aid in bilateral interventions but multilateral aid is held constant. For each of the six priority countries a three year indicative cooperation programme is established which tries to coordinate all the cooperation initiatives by different partners. Portugal tries to adhere as well to multilateral cluster funding in order to increase the impact of its cooperation initiatives. For other than the partner countries, this is the mostly used formula.

There is a tendency towards more long term initiatives, which requires internal reorganisation of the administration. A sample of the country programmes which they try to align with poverty reduction strategies, didn't mention any focus on decent work. They do include vocational training and civil society participation.

On the website of the Ministry of Labour and Social Solidarity no information was found about the ILO relationship, or decent work.

Multilateral cooperation

Multilateral aid takes up 43% of the total Portuguese ODA. Portugal participates in migration initiatives for labour and migrant return, in the Global Aids Fund, and collaborates with UNDP and UNESCO programmes. The ILO is mentioned under the UN agencies, but no specific information is found on the Portuguese contribution.

In general terms the Portuguese multilateral contributions are highly earmarked by its own priorities. Portugal participates in the International Finance Institutions, and in the African, Asian and Inter American Development Banks and these total 17% of its multilateral aid budget. 71% of the multilateral aid budget goes to the EU, and only 6% to the different UN institutions. Most of the multilateral aid budget is managed by the Finance Ministry. The priority area for its multilateral cooperation is human security where decent work is not mentioned.

Development Financing Initiatives

Created in 2009, SOFID is the development finance institute of Portugal. It is constituted by the state (60%) and private capital, and states that it promotes foreign investments with positive development impacts in developing and emerging countries. Part of the ODA budget is channelled through SOFID. SOFID promotes sustainable development, in line with government cooperation policy, so it concentrates on the six priority countries as well as the Maghreb, Brazil, China, India and South-Africa. No criteria information was found for project development impact. Sofid is member of European Development Finance Institutions.

Civil society organisation involvement

There is a specific Development Education and Awareness Raising (DEAR) strategy defined for 2010–2015. Co-financing for DEAR initiatives has only existed since 2005. A new budget line for co-funding local authorities' initiatives is being established.

93% of the 2008 projects from NGO's were implemented in the partner countries. The most relevant for decent work were in education, dealing with micro-enterprises and vocational training but references to decent work were found.

The trade union organisations seem to have a direct role in development cooperation through the NGO-statute. CGTP-IN, the Portuguese trade union national centre, through its training institute, collaborates with partner organisations in other countries, and at least some of these initiatives are co-funded by IPAD. The CEFOSAP (union and vocational training centre) of CGT-P has cooperation with African partner countries and Brazil, and collaborates with the ILO. The projects subscribe to the existing country programmes.

Spain

General overview

The Spanish State Secretariat for Development Cooperation (Ministry of Foreign Affairs), is responsible for policy development, implementation and coordination, in cooperation with other government departments involved in development policy. The 2007–2012 Strategic Plan aims to increase the development budget to 0.7% of Gross National Income (GNI) by 2012. In 2009 it reached 0.46% of GNI, and since then decreased in 2010 and 2011, due to Spain's domestic economic crisis. Regional and local authorities in Spain have established their own development policies in the last decade, increasing the need for coherence.

Spanish cooperation focuses on Latin America and the Mediterranean area and more recently on Sub Saharan Africa. Moving away from its tradition of dispersed interventions, efforts are being undertaken to determine sector priorities and a more programmatic approach related to Spain's added value in development. Poverty reduction is the overall aim of Spanish cooperation, and it takes a rights based approach to human development, underlining the importance of the rule of law, participation and empowerment.

A specific gender strategy for development has been developed, in collaboration with the Ministry of Labour for alignment with ILO conventions. Other cross cutting issues are: poverty reduction (including social protection), human rights and democratic governance (including capacity building), environmental sustainability and cultural diversity.

Spain subscribes to the Decent Work Agenda and it has included it in its development approach as a general guiding principle, however, no systematic implementation has been realised of the four pillars. As confirmed by the national trade union solidarity centre ISCOD-UGT, decent work has been included following the demands of the social partners, but it is not explicitly dealt with as a poverty eradication strategy, and no specific tools for its implementation. Neither is it a criterion for policy coherence.

Bilateral cooperation

In 2009 bilateral cooperation absorbed 67.5% of the total overseas development assistance, (ODA), with 21.83% allocated to direct intervention by AECID, the Spanish development agency. A decreasing 23.63% went to bilateral aid through international organisations and funds.

As for geographical priorities, 20% of ODA goes to the least developed countries, and two thirds of ODA goes to the priority countries, including ten countries in Latin America, five Mediterranean, six African and two Asian. In the country strategies no decent work issues are mentioned, nor Poverty Reduction Strategy Programmes.

Intervention sectors are poorly prioritised but the most relevant to decent work are: democratic governance (which receives 15.71% of bilateral ODA and includes social dialogue, union and employer organisation strengthening), rural development (including decent employment and working conditions), education (including access to decent employment), economic growth for poverty reduction (including access to decent employment and income including mention of the four pillars of decent work), children and youth (including child labour and youth employment).

19% of the bilateral ODA budget was channelled in 2009 through NGO interventions. 10% of ODA is contributed by the regional authorities, little more than 3% by the local authorities, some of which include decent work elements, as confirmed by ISCOD

Multilateral cooperation

The share of the ODA multilateral budget is increasing, and there is a need to rationalise Spain's contribution to a very long list of international organisations and funds. No decent work criterion is used for multilateral cooperation. The Ministry of Labour runs the bilateral initiatives for labour related issues and Spain's collaboration with the ILO. The Labour Ministry also co-funds employers' organisation and trade union development cooperation activities, and contributes up to 1% of ODA (34 million € in 2009). ISCOD assesses outside of the labour ministry, no major commitments of Spanish development cooperation in ILO/decent work. Nevertheless, Spain has been providing expertise on labour related issues, and co-funding for ILO programmes in specific countries, concentrating on technical cooperation in annual agreements focused on Latin America (and Maghreb to a smaller extent), dealing with employment, labour relations, social security, vocational training and Occupational Health and Safety. Lately contributions to the Regular Budget Support Account (RBSA) are included and Spain was the 7th largest ILO donor for 2005–2009, and the 5th for its first RBSA biennium. The Millennium Development Goal fund, established by Spain and the UNDP, also contributes to the ILO.

Development Financing Institutions

AECID manages two trust funds, one for micro-finance, and recently a new fund was created to allow AECID to manage capital investment and credit to private companies. In 2009, 6.39% of bilateral ODA was on credit intervention.

COFIDES is the Spanish development bank. 61% is state owned and the rest of the shares are held by 3 major private Spanish banks. It supports investment in emerging and developing countries in line with Spanish priorities. As for development criteria, COFIDES subscribes to the environment, social and governance standards (ESG) and the European Development Finance Institutions (EDFI), declaration on corporate governance, but very little information is available on its implementation. Spain is a member of the international and regional development banks.

The Spanish strategy plans to promote International Finance Institute involvement in medium income countries.

Civil society organisations involvement

Private companies are invited to participate more actively in development cooperation, through the promotion of public-private partnerships. Corporate social responsibility (CSR) is not mainstreamed into Spanish development policy, but coordination with the State Council on CSR is planned under the strategic plan. Trade unions are recognised by AECID as development partners, but no specific collaboration partnerships are planned, nor have they any formal representation to the development policy authorities. The Spanish trade union confederations have set up their own NGO to implement development cooperation.

Most development NGOs in Spain are members of the national NGO platform, CONGDE, which articulates their common positions to the development authorities. NGOs play a large role in development implementation, under long term agreements for co-funding, if they qualify, or by project funding through AECID and regional and local authorities. Decent work is not on the agenda of CONGDE, and it is not a specific priority for NGO funding by the development agency.

The main actors working explicitly on decent work issues are the NGOs set up by the different trade union confederations. This way UGT and CCOO have established four year agreements with AECID for cooperation with Latin-American, Maghreb and some African and Balkan partner organisations. Their cooperation activities concentrate on building stronger unions, capacity building, and social services.

Sweden

General overview

Swedish development policy is considered to be relevant to all government policy, and is coordinated by the Ministry of Foreign Affairs. Implementation is mainly carried out by the Government's Swedish International Development Agency, SIDA. In 2009 Swedish overseas development aid reached 1.12% GNI and the 2010 budget was estimated to fall to 1.00%.

The basic principles for development policy can be summarised by a combination of policy coherence and a pro-poor human rights approach to economic development. To increase effectiveness, Sweden is phasing out its assistance to a number of countries, instead concentrating its cooperation on 34 countries, of which 13, mostly in Sub-Saharan Africa and some Eastern European countries have long term programmes, based on country strategies.

Sweden politically subscribes to the Decent Work Agenda but it is not structurally integrated into the development policy. Based on an analysis of the country strategies, the trade union development cooperation organisation, LO-TCO, believes the main objective of Swedish development cooperation is for economic development and in particular employment creation. The country strategies do include gender, women and children's rights, HIV/Aids, but a systematic integration of the four pillars of decent work and its added value impact on several other specified priorities is not taken into account.

Bilateral cooperation

Direct bilateral intervention has been reduced in favour of multilateral and less earmarked cooperation. But still SIDA receives about 50% of the development budget. Bilateral cooperation in the 13 priority countries is based on long term programmes, in the rest of the countries SIDA operates under a limited number of sectors.

In its interventions, no decent work criterion is prioritised, although in a number of cases they are dealt with in practice. The private sector development division and the economic cooperation department deal mostly with employment and labour affairs. SIDA also finances the technical assistance agreements established bilaterally by the Public Employment Service. The SIDA field offices can also provide support to decent work.

LO-TCO confirm that decent work is not really integrated into bilateral cooperation, because the country strategies, which partially determine the activity scope of CSOs, don't consider decent work explicitly in their approach. The renewal of the country strategies can provide an opportunity to lobby for it.

Multilateral cooperation

Multilateral cooperation absorbs nearly half of the development cooperation budget, and is mainly concentrated on the EU, Development Financing Institutions and the UN (including the ILO). An assessment was made in 2008 of the most relevant international organisations, but decent work issues were excluded from the criteria even though the ILO's policy was fully subscribed to in its objectives.

The Ministry of Labour holds the formal relationship with the ILO, along with the tripartite national committee but SIDA is responsible for the funding of projects and programmes. In 2007 Sweden signed a framework agreement with the ILO supporting the Decent Work Agenda and reducing the amount of earmarked funding. Sweden was for the period 2005–2009 the 9th largest ILO-donor, and ranked 11th on Regular Budget Support Account (RBSA) contribution in 2008–09. A review of the multilateral strategy was announced for 2010.

Development Financing Institutions⁷

The Swedish affiliate to the European Development Financing Institutions, EDFI, is SWEDFUND International, and is a state owned bank created in 1979, under the responsibility of the Ministry of Foreign Affairs’.

It promotes sustainable development, in economic, environmental and social terms. Relevant decent work issues mentioned under its criteria are employment, a good working environment, cohesive corporate culture, corporate social responsibility and human rights. To assess and evaluate its projects, SWEDFUND uses its own set of criteria, which doesn’t diverge too much from the general EDFI standards, and includes core labour standards. Companies are encouraged to apply the criteria in all of their supply chains, and must hand over an annual report. The 2009 SWEDFUND report is not very specific on decent work related issues, except for mentioning employment creation and the existence of trade unions.

Sweden is also a member of the Asian and the Inter-American Development Banks, and takes part in the Nordic Development Fund.

Civil society organisation involvement

SIDA has established framework agreements with 15 big CSO or umbrella organisations, which run over a period of 8–10 years, and enable the organisations some autonomy to implement their own development policy. These framework organisations also handle funding applications from their members or from local NGOs in the partner countries. SIDA co-funds the projects or programmes with grants of 1–3 year contracts.

LO-TCO has such a framework agreement with SIDA, as has the Olof Palme International Center. Both organisations are active on decent work issues, and SIDA also co-funds a number of projects on CSR. The aim of the LO-TCO secretariat for international trade union development cooperation is to promote free and democratic trade unions. It runs about 180 projects in 70 countries. In spite of that, LO-TCO says that trade unions are not involved in the development of policy, or used for their expertise in decent work. The unions are the most active Swedish development partners in initiatives relating to social dialogue.

Forum Syd (a platform of 200 NGOs) is the largest framework organisation, but has no information on decent work, although it promotes democracy, human rights and civil society.

⁷ For joint Nordic Development Financing Institutions, participated by Sweden, see under Finland.

Switzerland

General overview

Swiss development cooperation is integrated into the general foreign policy, although other Ministries are involved as well in their respective competences. DEZA, the development cooperation agency, under the Minister of Foreign Affairs, shares the main implementing responsibility with SECO, the State Secretariat for Economic Affairs, and also coordinates all the federal administrations.

The Swiss overseas development aid (ODA) is planned to annually increase by over 3%, and in 2009 reached 0.47% of GNI. The overall guiding principle is poverty reduction, through the Millennium Development Goals, promotion of human security, and pro-development globalisation.

Switzerland subscribes to the Decent Work Agenda, which is implicitly integrated into its approach. However a structural analysis and focus on the four pillars is missing, even though in 2008 DEZA recognised the need for staff orientation in the matter. Several options of the Swiss development strategy, as defined in the 2009–2012 unified plan can indeed be linked to decent work issues e.g. the importance of empowerment and democratic participation, the involvement of CSOs in dialogue on country strategies, a gender approach, and an interest in employment creation.

Bilateral cooperation

Switzerland has decided to reduce the scope of its interventions to 12 priority countries/regions, of which seven are in Africa, and six have special temporary programmes. Each country programme focuses on a maximum of three of the ten priority sectors: employment and income, agriculture and rural development, education, health, water, natural resources and environment, democracy and rule of law. The special temporary programmes deal with a maximum of two of the following sectors: governance, conflict prevention, employment and income, natural resources and environment, health and peace building.

Decent work as such is not mentioned in the bilateral programmes, although the country programmes have to be based on the Poverty Reduction Strategy Programmes of the partner countries, which during their second generation included the Decent Work Agenda. Employment and income are underlined in private sector development, financial sector development and vocational training. Private-public partnership is promoted.

Multilateral cooperation

About 47% of ODA goes to multilateral cooperation, including the financial institutions, OECD, UN and thematic funds. The ILO is not mentioned among UN partners as the relationship with the ILO is held by SECO which also funds technical cooperation. In 2005–09 Switzerland was ranked as the 14th largest ILO donor, with no contribution to the Regular Budget Supplementary Account, RBSA, in the first biennium. SECO considers as cross cutting issues economic governance (which doesn't mention any decent issues), climate change, energy and environment.

Development Financing Institutions

SIFEM was split off from SECO in 2005 and acts as a development investment bank, giving priority to Small and Medium-sized Enterprises and micro-finance. To measure the development impact of its investments, it uses environment, social and governance ESG, standards which are translated into legally compulsory agreements. Apart from ESG, the social impact is measured in terms employment and skills training, key areas for decent work. For monitoring development impact, SIFEM uses the German Global Programme Review tool GPR.

Civil Society Organisation involvement

Switzerland has a long tradition of development NGOs, and implements 30% of its bilateral cooperation through private organisations. The co-funding of NGO initiatives offers a maximum of 50%, and can take several forms e.g. project co-financing, mandates where an NGO is “hired” to implement a DEZA intervention, and programme contribution with a longer term and broader scope.

NGOs participate in the Advisory Committee on Development and Cooperation with about 20 members, but trade unions are not members. Alliance Sud is a coalition of 6 main NGOs: Red Cross, Brot fur die welt, Swiss Aid, Catholischen Lenten Fund, Interchurch Aid, Helvetas, Caritas but it also doesn't mention unions or decent work on its website. Swiss Solidarity is a fundraising national platform, working with about 30 NGOs.

SAH, the Swiss Labour Assistance organisation was founded by SGB, the Swiss Federation of Trade Unions and the social democrat party. It runs about 100 projects in 12 countries (2006). One of its main focus areas are free trade unions and the Decent Work Agenda. It has a programme contribution from DEZA, and in 2009, 36.6% of its income came from federal contributions.

United Kingdom

General overview

The Department for International development (DFID) is responsible for British development cooperation coordinates with the other British administrations involved. 81% of the British overseas development assistance (ODA) goes on multilateral and bilateral aid. British ODA has been increasing for over a decade and by 2009 was at 0.52% of Gross National Income. There is a (precarious) plan to reach 0.7% of Gross National Income by 2013. The aid is structured through 53 country programmes and is highly concentrated on Sub Saharan Africa and some Asian countries.

Overall priorities are all guided by the Millennium Development Goal objectives and concentrate on 10 sectors. Those related to decent work include: education, governance and civil society, health, social services (including social protection) and economic growth. Decent work is not a guiding principle, and none of the policies are based upon the four pillars, nor is it mentioned as a poverty reduction strategy. But some DFID funded initiatives are directly linked to decent work issues e.g. the (one off) RAGS fund (for a responsible and accountable garment sector) is open to all private partners and wants to guarantee decent work conditions in the garment supply chains from Africa and Asia to the UK. The Africa Enterprise challenge fund (participated by DFID) insists on high risk investment for sustainable company investment, The Ethical Trading Initiative (co-funded by DFID as well as company and NGO member subscriptions) is directly working on improving decent work in national and multinational company supply chains.

The past two DFID 'White Papers' mention the importance of unions and labour standards in development and decent work is often mentioned in interventions and projects, although according to the TUC, it is rarely translated into practice. There is no policy paper on the Decent Work Agenda, although a 2004 paper on Labour Standards and Poverty Reduction was developed after a long consultation phase in which the TUC was a key contributor. However this paper is now out of date and is no longer promoted within DFID. The TUC hopes to lobby in the future for a new policy paper on the Decent Work Agenda.

Bilateral cooperation

60% of British ODA goes towards bilateral cooperation, including earmarked multilateral initiatives, which total 32%. Of all the bilateral aid, 29% is allocated to financial aid (most to poverty reduction budgets), 11% goes to technical assistance, 11% to humanitarian aid, and 15% is channelled through NGOs. About three quarters of bilateral aid is allocated through the different country programmes, (47% in Africa, 33% in Asia, 18% to multi-country programmes) in the following sectors: government and civil society, health and economic growth.

Multilateral cooperation

Representing 37% of the UK ODA, multilateral aid only refers to core funding. More than half goes to the EU, 25% goes to the World Bank, 11% to UN organisations and the rest to the regional and other development banks.

The formal relationship with the ILO is held by the Ministry of Labour, but DFID is responsible for all the funding except membership contribution. Britain was ranked as the 5th largest ILO donor for the period 2005–09, and was the biggest RBSA contributor for the biennium 2008–2009. In 2009, DFID contributed £6.25 million to the ILO with contributions from other UK Ministries of £1.99 million. From 2006–2009, the UK ran its second or third partnership agreement with the ILO, worth £20 million and mostly earmarked for ILO internal reform, specific programmes and the Regular Budget Support Account. However, despite the TUC's efforts to be involved in the monitoring of the programme, DFID officials would not properly include them. The new government (2010) undertook a bilateral and

multilateral aid effectiveness review in 2010/11 and despite a good verdict from the independent evaluation and lobbying from the TUC, the results led DFID to refuse to sign a new partnership agreement. The TUC points out that in DFID's new policy environment which does not include decent work objectives, the ILO is no longer seen as a relevant development partner. Nevertheless the TUC remains committed to persuading the government to increase their contributions.

Development Financing Institutions

CDC (originally set up in 1948 as the Commonwealth Development Corporation) has been transformed into a DFI, with the aim of stimulating private investors into development financing in developing countries considered to be 'high risk', in order to enhance the impact of its limited funds. It is 100% owned by DFID, but is self-financing, autonomous and has rapidly increased its assets since its restructuring in 2004. CDC doesn't invest directly, but through private fund managers, the main ones being shared by CDC.

The vast majority of its investments have gone to Africa and South East Asia, mostly in lower income countries. Its new investment code (2009) includes the obligation to ensure safe and fair working conditions, and to work towards full compliance with fundamental labour conventions which are specified in detail. However, the CDC has a very poor record of monitoring and reporting on the development impact of its investments and the action it takes to remedy negative outcomes and it has been criticised for not investing enough in high risk countries. It recently received high profile negative publicity from the TUC, the Parliamentary Select Committee on International Development, the media and others. Following this, DFID launched a public consultation into its operations and with the assistance of a network which includes the TUC, is currently changing the way in which it operates, including labour standards.

Civil Society Organisation involvement

DFID has collaborated well with NGOs since its inception using a variety of tools including dialogue and funding in the UK and through its developing country based offices. In 2009 support to NGOs amounted to £337 million. However, since the new government took office, many of the previous funding streams that were available to civil society, including the popular Development Awareness Fund and Civil Society Challenge Fund have been closed.

The most significant funding stream for large CSOs is the Partnership Programme Arrangements which are long term strategic contracts traditionally between 3–5 years and in 2009, they took up 22% of the CSO funding share. Based on the delivery of concrete achievements towards the MDGs, they have no further conditions attached to them. In 2009 the Red Cross, VSO and Oxfam had the biggest share of PPAs. After 6 years of strategic grants with DFID focusing on strengthening UK union awareness and action on development cooperation, the TUC was finally awarded a (21 month) PPA in 2009. However, the PPAs were due for renewal in 2011 and having previously been awarded through invitation the new Government opened them up to competition and for the first time invited non-UK based organisations to submit proposals. Despite a positive independent evaluation, the TUC was not awarded with a second PPA. DFID also intend for this to be the last PPA round.

Unions are explicitly mentioned by DFID as partner organisations and a DFID staff guide called 'How to Work with Trade Unions' in which the TUC was closely consulted, exists. Additionally three times a year a DFID/TUC Forum between Ministers and trade union leaders on development policy and practice takes place and individual topics are always discussed with decent work as their cross cutting issue.

The Global Poverty Action Fund is a new fund (2011) for NGOs that supports projects focused on service delivery in support of poverty reduction and the most off-track Millennium Development Goals in poor countries and these can be related to decent work issues. As well as this, NGOs can participate in tenders for country programme implementation and humanitarian assistance. Decent work as such is

not mentioned as a condition of project content. More than 50% of the amount allocated through NGOs is implemented through the framework of country programmes.

The national NGO coordination platform in the UK is called "BOND" and it has 370 affiliates of all kinds. TUC Aid is member of BOND. Decent work is not an issue on its agenda, nor is it dealt with by any of the working groups, but strengthening of CSO in partner countries is a cross cutting theme and since the 2005 Make Poverty History mobilisation, the TUC has played an active part in a variety of its groups.

United States of America

General overview

The responsibility for American development policy falls under the Secretary of State, but is implemented by the development agency USAID which was created in 1961. Development policy is considered an instrument of foreign policy, and is based on the Foreign Assistance Act. The development budget for 2009 was equivalent to 0.20% of the USA's Gross National Income.

USAID and the State Department issued their first joint strategic plan in 2004. The current one was established under the Bush Presidency and runs from 2007 to 2012 but has had new 'accents' inputted by the Obama administration and these intend to make the US the "leader in global development". In this sense an effectiveness reform is going on to update USAID's capacity: increasing and diversifying local partners, rebuilding policy capacity and making budget allocation more flexible.

Three of the seven strategic goals set in the 2007–12 plan could be linked to decent work related issues: the good governance and civil society objective explicitly mentions the strengthening of free trade unions, promotion of labour rights and corporate social responsibility. The "investing in people" goal refers to health (but no Occupational Health and Safety), education (although no specific vocational training) and social services (mentioning only safety nets for the poor). The economic growth goal considers the intervention mostly in terms of advantage impact for the USA.

The USAID vision statement is more specifically linked to development cooperation, and prioritises human rights and freedoms, sustainable growth and poverty reduction and promotion of democratic states with good governance. USAID works under a three year strategy setting objectives for each sector area, and annual plans with standardised set indicators. The countries for intervention are all categorised and linked to the strategic goals.

Gender is intended to be mainstreamed, and under economic growth and trade a specific item is set on workforce development but does not mention decent work,. Under democracy and governance, the strengthening of civil society is one domain, and it mentions the promotion of free democratic trade unions. The Department of Labor monitors labour conditions all over the world, and provides its own technical assistance for the promotion of labour rights.

Bilateral cooperation

Bilateral aid is managed by USAID, its practical implementation is mostly subcontracted to others and supervised by the USAID field offices. USAID works with more than 3,500 American companies, and more than 300 American NGO's in its implementation practice.

Multilateral cooperation

USAID also coordinates multilateral aid, but no specific information is given on the partners. It collaborates with many international organisations, but doesn't mention decent work within its policy prescriptions. The formal relationship with the ILO is run by the Department of Labor and it supports specific programmes, such as the ILO-IFC Better Work Program

Development Financing Institutions

USAID missions abroad can use the Development Credit Authority to give credit guarantees for commercial loans, with the objective of leverage for more private funding and increased impact. The supported projects must be in line with the USAID programmes, no other requirements are detailed.

Overseas Private Investment Corporation (OPIC) is a government agency to promote “the participation of United States private capital and skills in the economic and social development of less developed countries”. It runs on a self-sustainable basis, offering long term risk credit and loan guarantees, and currently operates in about 150 countries, also by indirect investment through private fund managers. Besides the economic aspects of the projects, OPIC imposes environmental, social and workers’ and human rights requirements on the investors e.g. operations can only be implemented in countries that are implementing, or intending to, internationally recognised workers’ rights. Investors must comply with workers’ rights and go beyond core labour standards. A screening of the project in cooperation with the Department of State is planned, as is annual self-monitoring, and a random site-monitoring by OPIC which annually reports to the Congress on the development impact of its operations. An independent Office of Accountability is also established, for dealing with stakeholders’ complaints on the projects’ impacts.

Civil Society Organisations involvement

Four billion USD per year is spent on contracts and grants with partners, including single projects or continuing programmes. Half of that budget is managed in Washington and half by the USAID missions abroad.

No distinction is made between NGOs (in the partner countries) and PVOs (private voluntary organisations) that are American based associations and the registration list includes more than 600. In 2009, 50 million USD was spent on development grants for PVO, under different instruments. The proposed projects are required to subscribe to one of the set programmes by USAID. No unions are mentioned under eligible applicants for the different instruments. No specific decent work criteria are being applied either. For public-private partnerships, included since 2001, labour conditions are mentioned.

In 1997, the AFL-CIO established its Solidarity Center ACILS which is active in more than 60 countries. A big part of ACILS’ funding comes from the US government, under the National Endowment for Democracy, USAID, State department and Labor department. ACILS works explicitly on decent work related issues.

Cyprus and Bulgaria

Sample countries for the New EU Member States with fledgling development cooperation policy.

Most of the new EU member states are only recently setting up their development cooperation policy. Because of low capacity and budgets, they are building up their development work, by supporting programmes and interventions by other countries or international organisations.

In Bulgaria the Ministry of Foreign Affairs is responsible for development cooperation, together with the Finance Ministry. The country set up its first policy criteria in 2007, upon its entrance to the EU, and their overseas development aid (ODA) is 0.04% Gross National Income (GNI). The priorities include South-Eastern Europe and the Black Sea countries, Iraq and Afghanistan. Africa is planned for future inclusion.

Interventions can be made in two out of the following sectors: higher education, infrastructure, reform, cultural diversity, environment and post-conflict. Decent work is not mentioned on the official website. A national NGO platform was begun in 2005 among 22 organisations, and formally created in 2009 with external funding. They are members of Concord, but so far have no cooperation with the Ministry, and no funding for NGO projects is planned. The national union organisations of Podkrepa and Citub are members of the platform.

Since 1994, Cyprus has been a donor instead of an aid receiving country. It has gradually outlined its development policy, with explicit coordination amongst different ministries and with civil society organisations. The development agency Cyprus Aid was created when it entered the EU in 2005. The 2006–2010 strategy concentrates on the following countries: Palestine, Lebanon, Egypt, Lesotho, Mali and the Yemen. Bilateral cooperation in these countries has only reached 3.5% of ODA, as most of the budget is spent on support to initiatives taken by other agencies and multilateral organisations e.g. in cooperation with DANIDA, Irish Aid, Germany, UNRWA etc. Their own initiatives are limited to scholarships, emergency, and technical assistance and are given to more than just the priority countries. Priority is given to the social and service sector (including education and gender), infrastructure and environment. Decent work is not mentioned under thematic priorities. The relationship with the ILO is dealt with by the Ministry of Labour. There are two CSO platforms and Unions are not mentioned amongst the active NGOs.